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PERRY STREET CONNECTION STUDY
ALTERNATIVES DEVELOPMENT REPORT

AUGUST 2026

PREPARED BY AECOM

CITY OF
MADISON

EXECUTIVE SUMMARY

The City of Madison conducted the Perry Street Connection Study to evaluate the feasibility of reconnecting Perry Street across US 12/14/18/151 (the Beltline) and improving access between neighborhoods north and south of the highway. The study was funded through the federal Reconnecting Communities and Neighborhood Access Program and responds to longstanding community goals identified in the South Madison Neighborhood Plan, Connect Greater Madison 2050, and WisDOT's Madison Beltline Planning and Environmental Linkages (PEL) Study. The Beltline currently acts as a barrier, limiting access to jobs, community services, and recreational destinations while requiring residents, workers, and emergency services to rely on indirect routes.

The study area includes residential neighborhoods north of the Beltline and industrial and commercial employment centers to the south. More than 5,000 jobs are located south of the Beltline, while the surrounding community includes higher-than-average proportions of low-income households, people of color, households with limited English proficiency, and residents without access to a private vehicle. These conditions underscore the importance of improving multimodal connectivity and transportation equity.

A range of alternatives was developed and evaluated through a three-phase planning process. Initial concepts included a straight multimodal bridge, bicycle and pedestrian-only bridge options, a tunnel, and an angled bridge connection to Syene Road. Following technical evaluation and public engagement, alternatives with substantial feasibility concerns, property impacts, or limited ability to meet the study purpose and need were screened out. Two build alternatives advanced for detailed evaluation:

- Alternative 2b: Looped Bicycle and Pedestrian Bridge
- Alternative 4a: Angled Bridge Connection to Syene Road (Auto, Bicycle, and Pedestrian).

Alternative 2b would provide a grade-separated bicycle and pedestrian crossing over the Beltline at an estimated cost of approximately $10 million (2026 dollars). This alternative received the strongest public support and would improve safety and connectivity for non-motorized users; however, it would not accommodate automobiles, transit or emergency vehicles. Despite these limitations, it remains a viable future implementation opportunity through bicycle and pedestrian funding programs. Alternative 4a would provide a new multimodal connection between Perry Street and Syene Road at an estimated cost of approximately $22 million (2026 dollars). This alternative fully meets the study purpose and need by improving connectivity for all travel modes, supporting potential transit expansion, and enhancing emergency response access. Traffic modeling of Alternative 4a forecasts approximately 5,400 to 5,700 average weekday vehicles on the new connection by 2050 and a need for turn lanes at the Perry Street and Badger Street intersection. Both alternatives would require property acquisition and relocations, though impacts remain generally comparable in scale.

In addition to the Perry Street crossing alternatives, the study explored conceptual modifications to the Park Street Interchange. These concepts have not been evaluated to the same level of detail and were not vetted by WisDOT. However, they demonstrate potential opportunities to improve local connectivity, multimodal access, and neighborhood connections across the Beltline while potentially avoiding some of the property and environmental impacts associated with a Perry Street connection. The concepts are intended to inform future discussions and potential coordination with WisDOT's long-range Beltline planning efforts.

The City of Madison presented the study findings to the Transportation Commission on July 29, 2026. During its review, discussion generally focused on the Park Street Interchange concepts and their potential to improve connectivity across the Beltline. Ultimately, the City did not identify a preferred alternative for advancement at this time. While the evaluated alternatives provide transportation, safety, and connectivity benefits, the associated costs, property impacts, and potential relocations currently outweigh the anticipated benefits. Instead, the study serves as a planning resource that documents feasible concepts, constraints, and tradeoffs for future consideration should funding opportunities, transportation needs, or community priorities change. Additional analysis, including updated traffic forecasting, environmental investigations, and coordination with future WisDOT Beltline planning efforts, is recommended if any alternative is pursued in the future.

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I. Introduction

The City of Madison received the Reconnecting Communities and Neighbourhood Access federal grant funding to evaluate the feasibility of extending Perry Street, a two-lane local street located on Madison's south side, across US 12/14/18/151. This Perry Street Alternative Evaluation Report documents the study's purpose and need, existing environmental and socio-economic conditions to be considered, and the range of reasonable alternatives developed.

The alternatives development was conducted in three phases. Phase 1 consisted of a conceptual-level evaluation of potential alternatives to identify feasible connection concepts and screen out options that did not meet the study's purpose and need or presented significant constraints. Phase 2 involved a more detailed development of the remaining alternatives, public and stakeholder input to refine concepts and comparative assessments of potential environmental impacts. Phase 3 involved an additional conceptual-level evaluation focusing on rethinking the Park Street interchange.

This report documents the development of all three phases of alternative development and a high level evaluation of conceptual and detailed alternatives for re-connecting Perry Street across the Beltline. The purpose of this report is to provide a clear analysis of the benefits and costs of each of the alternatives considered and the rationale to be considered in future decision-making. This documentation is intended to document the opportunities, constraints, and tradeoffs associated with potential future connections and inform future transportation planning, in compliance with the National Environmental Policy Act (NEPA).

II. Study Background

Perry Street is a two-lane local street approximately one-third of a mile long, located on Madison's south side near the border with the City of Fitchburg. The street is currently split into two disconnected segments by US 12/14/18/151—known locally as the Beltline—a major regional limited-access highway that creates a physical barrier between the north and south sides of the corridor. The north segment of Perry Street is largely surrounded by residential land use with some key community resources including places of worship, Madison College's Goodman South Campus, and the Centro Hispano of Dane County. See Exhibit 1: Study Area and Location Map. The segment south of the Beltline serves as one of the city's industrial centers with dozens of small industrial businesses and commercial uses.

Study Purpose

The purpose of the Perry Street Study is to explore the feasibility of options that would establish a connection between the neighborhoods to the north and south of the Beltline (US 12/14/18/151) for residential, commercial, and recreational travel, and to facilitate multi-modal access, connectivity, and safety for all travelers.

Study Needs

Connectivity and Access. The Beltline currently prevents direct north-south travel along Perry Street, requiring users to travel over a mile out of their way via Fish Hatchery Road—a high-volume arterial with nearly 40,000 vehicles per day and limited infrastructure for walking or biking. Park Street (US 151), another major corridor crossing US 12/14/18/151, does not connect to Perry Street. This lack of local connectivity disrupts daily travel for residents and workers and limits access to over 5,000 jobs located south of the Beltline. Public transportation in the study area is limited and does not provide direct service to Perry Street south of the Beltline. Bicycle and pedestrian infrastructure is sparse, with few sidewalks and minimal bike facilities.

Social Demands. Reconnecting Perry Street is identified as a priority in the City of Madison's South Madison Neighborhood Plan (adopted January 2022) and is supported by the region's long-range transportation plan, Connect Greater Madison 2050. In addition, the Wisconsin Department of Transportation's (WisDOT) recently completed Madison Beltline Planning and Environmental Linkages (PEL) Study identifies a Beltline crossing at Perry Street. The draft Summary Report (October 9, 2025) aims to improve multimodal travel and safety along and across the Beltline corridor to support economic development, acknowledges community plans, contribute positively to the area's quality of life, and limits adverse environmental and social effects to the extent practicable.

Safety. In the past decade, 23 crashes involving pedestrians or bicyclists have occurred and have been reported in the study area—66% involving pedestrians and 34% involving bicyclists—with six resulting in severe injuries. The lack of safe and direct infrastructure for non-motorized travel increases the risk for vulnerable road users by forcing travel onto adjacent arterial roads. Emergency services, including nearby fire and police stations north of the Beltline, face delays in reaching the southern segment due to the disconnected street network and congestion on the adjacent arterials.

Existing Environmental and Community Conditions

The existing environmental conditions in the Perry Street study area were inventoried using available open-source data and includes wetlands, parks, hazardous materials open and closed remediation activity, floodplain, historic resources, and archeological resources. These environmental conditions are mapped in Figure 1 below. Perry Street serves as a key connector, providing access to important community destinations. Dedicated bicycle infrastructure within the study area is limited, creating challenges for safe and comfortable multimodal travel. Within the study area, the Beltline forms a barrier separating residential neighborhoods to the north from industrial land use to the south. The study area is constrained by wetlands and mapped floodplains to the south. Community resources are shown in Figure 2 below.

Figure 1: Study Area Environmental Conditions

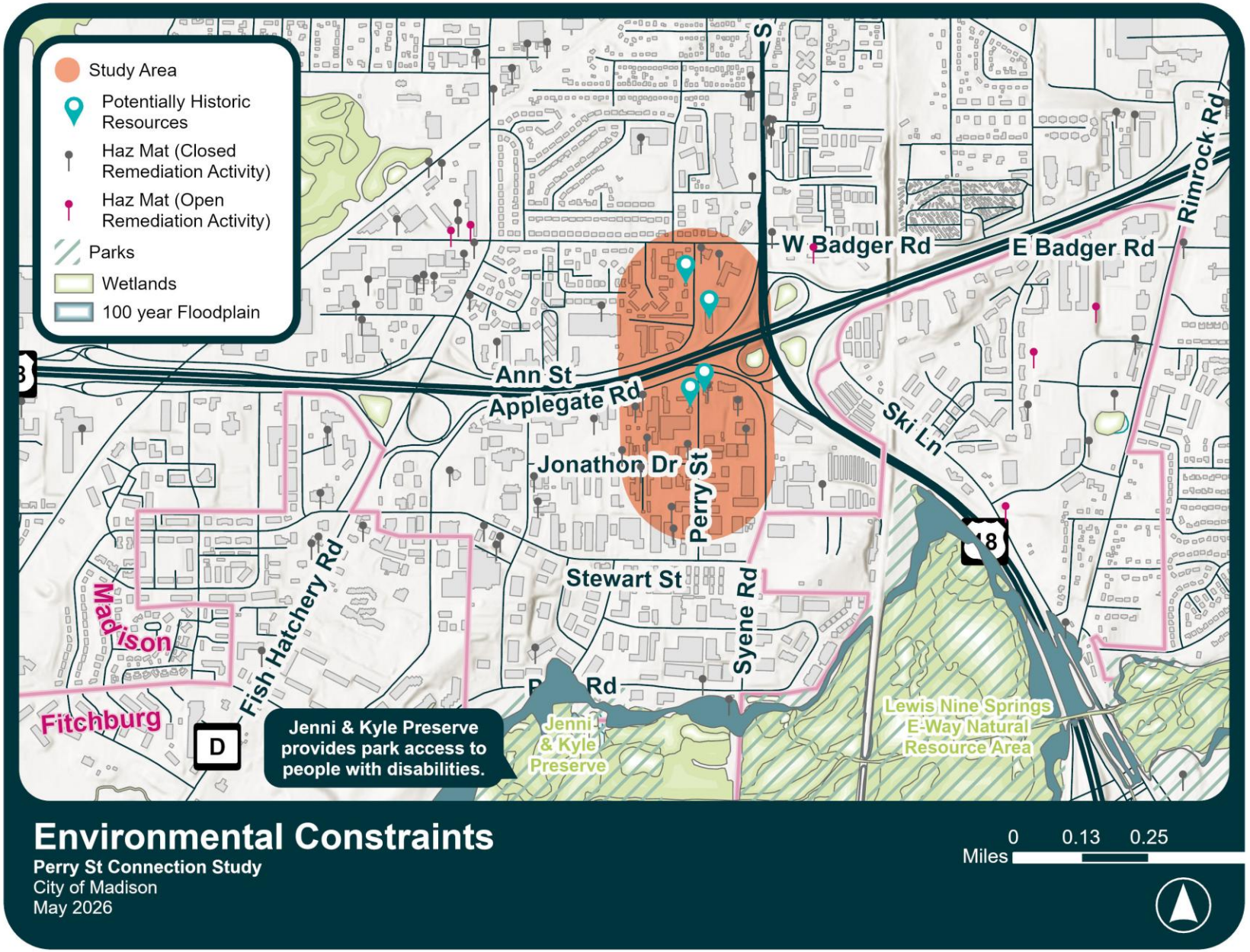
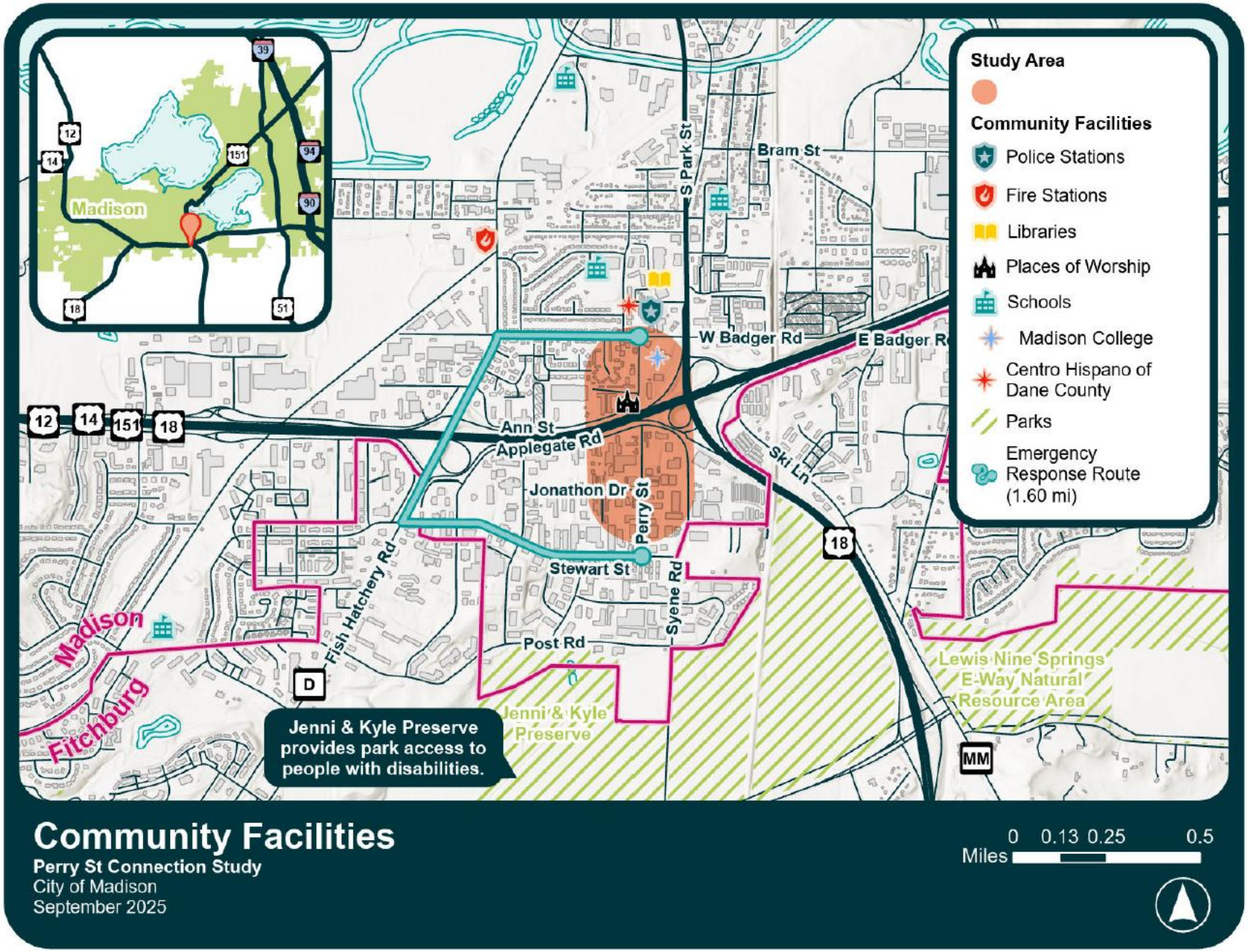


Figure 2: Community Facilities



The socio-economic and demographic context of the Perry Street study area features diverse populations with a variety of transportation needs. The area north of the Beltline is primarily residential and the area south of the freeway is primarily industrial. Of the 2,873 households in the study area, 67% are located north of the Beltline, and 73% of the area's 5,040 jobs are located to the south. Other salient characteristics of the population are shown in Table 1: Study Area Population Characteristics.

Table 1: Study Area Population Characteristics

	Study Area	State Average
% Low Income	51%	27%
% in Limited English-Proficiency Households	12%	2%
% with Less Than High School Education	15%	8%
% Under Age 5	3%	5%
% Over Age 64	10%	18%
% People of Color	57%	21%
% of Households without Access to a Private Vehicle	16%	7%
% of Population Reporting a Disability	11%	13%

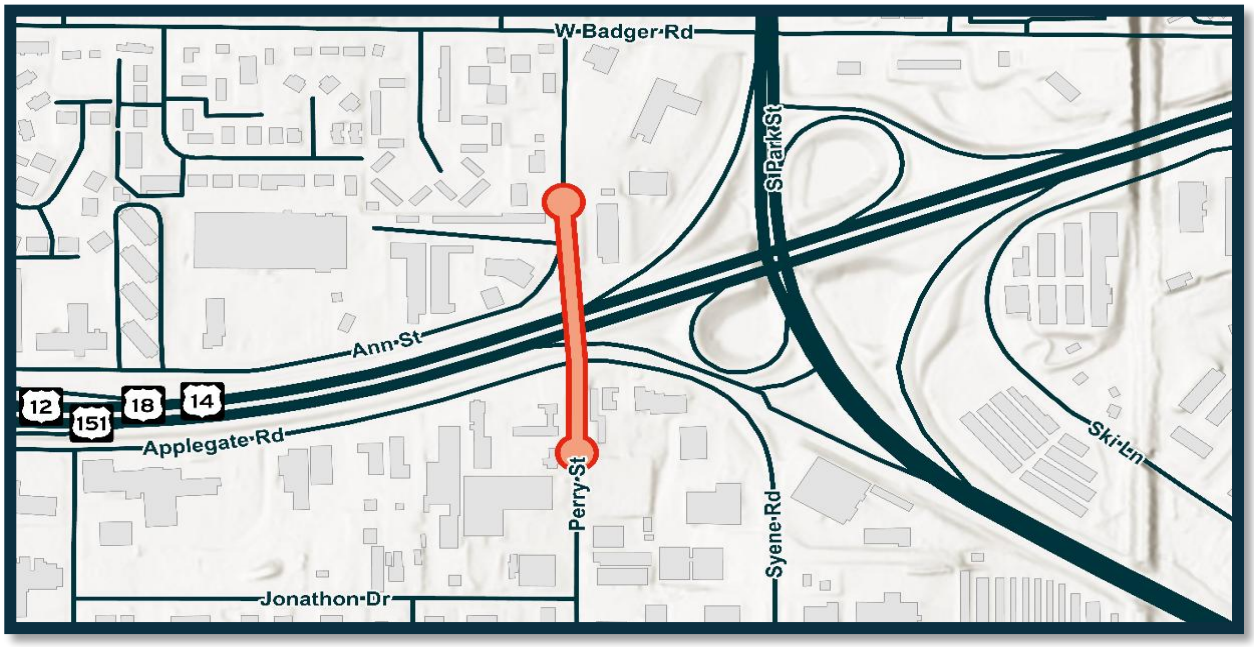
III. Conceptual Alternatives

Four conceptual Build alternatives to address the study purpose and need were developed to a level of detail allowing qualitative comparison. The conceptual alternatives evaluated include:

Alt 0. No Build. Proposes no improvements or new construction beyond routine maintenance, it represents the status quo. It is used as a baseline scenario to compare the other build alternatives against.

Alt 1. Straight Bridge [Auto, Bike and Ped]. Proposes a bridge for all modes connecting Perry Street on both sides of the Beltline. To provide adequate clearance, the bridge would touch down north of Ann Street and south of Applegate Street, requiring retaining walls on either side of the Beltline.

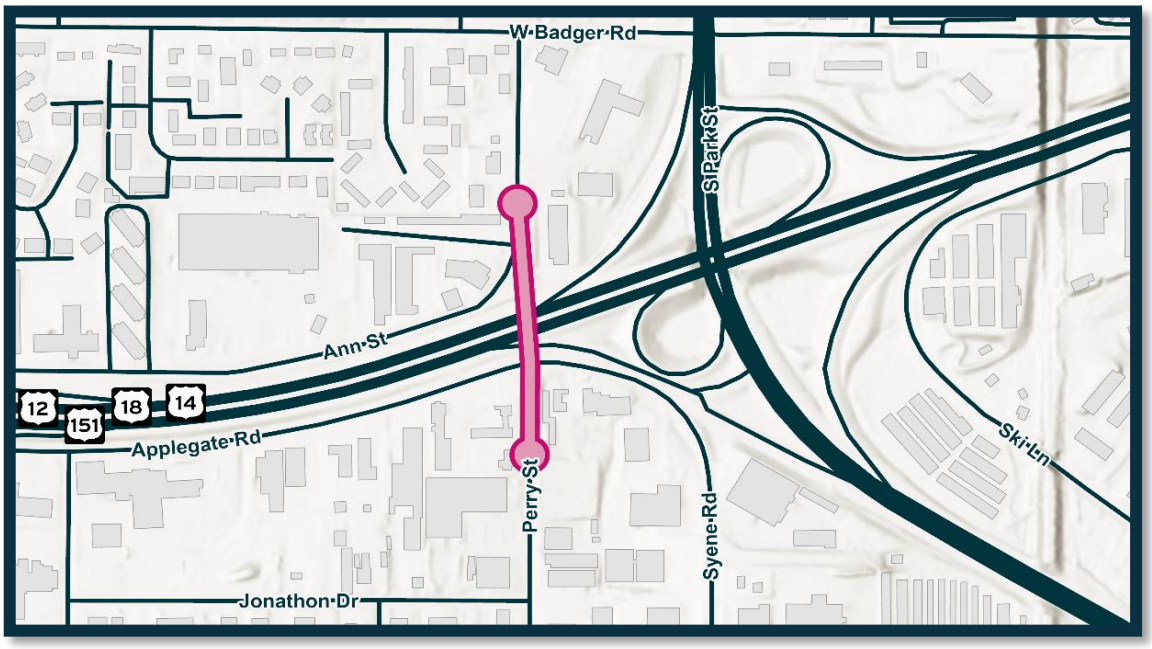
Figure 3: Alt 1. Straight Bridge [Auto, Bike and Ped]



Alt 2. Bike and Ped Bridge. Proposes a bridge only for bikes and pedestrians connecting Perry Street on both sides of the Beltline. Two design options were developed:

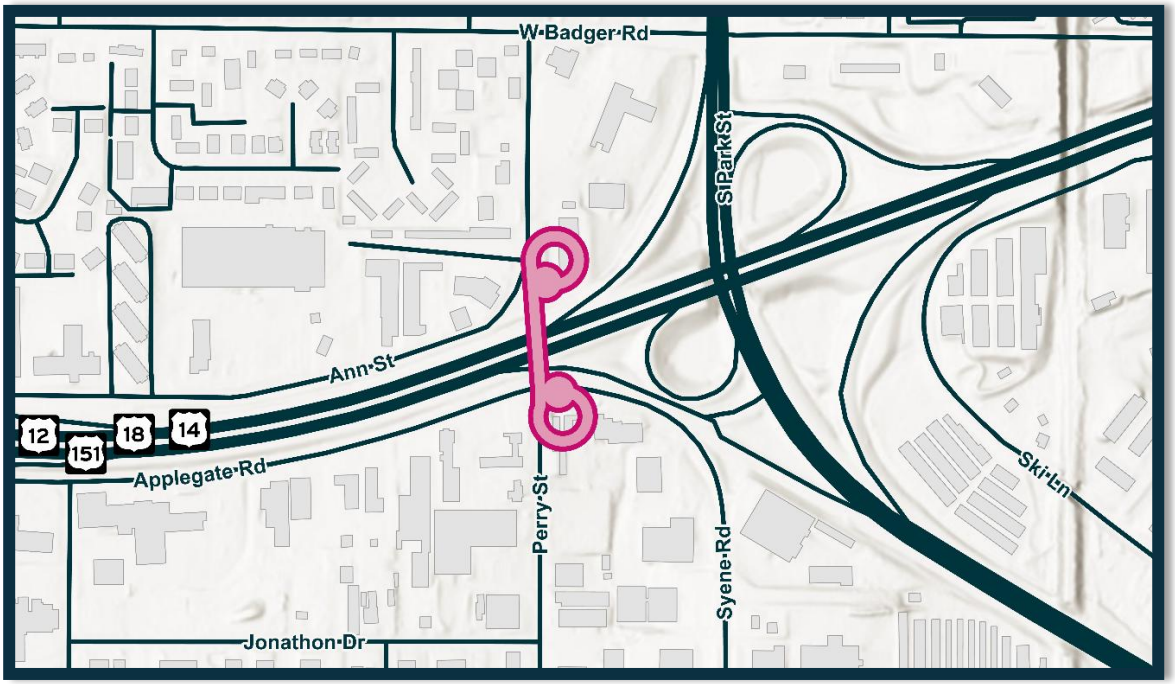
Alt 2a. Straight Bridge. This option provides a direct crossing with a shorter travel distance.

Figure 4: Alt 2a. Straight Bridge [Bike and Ped Only]



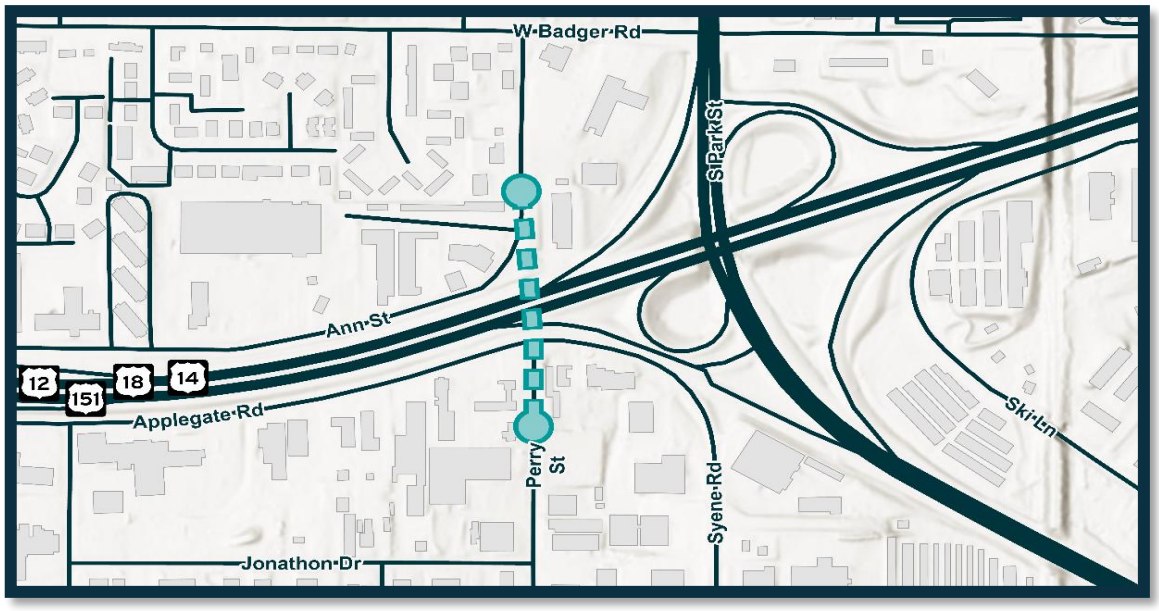
Alt 2b. Looped Bridge. This option provides a curved alignment to enter and exit the structure to reduce impacts.

Figure 5: Alt 2b Looped Bridge [Bike and Ped Only]



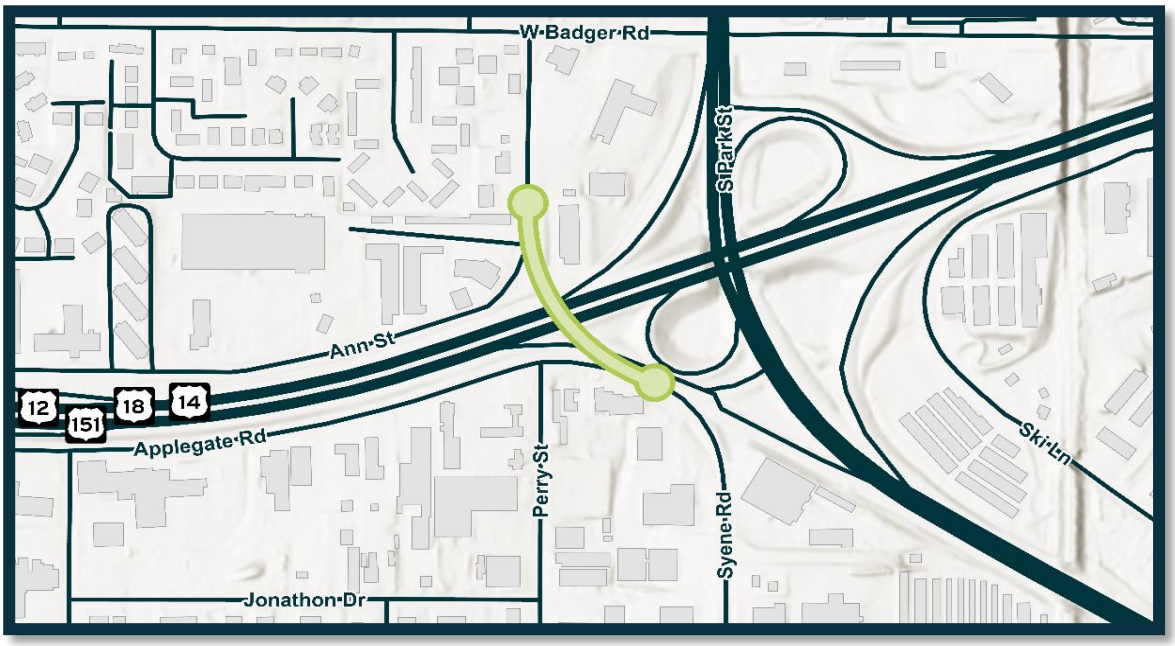
Alt 3. Straight Tunnel [Auto, Bike and Ped]. Proposes an underground tunnel for all modes connecting Perry Street on both sides of the Beltline.

Figure 6: Alt 3. Straight Tunnel [Auto, Bike and Ped]



Alt 4. Angled Bridge [Auto, Bike and Ped]. Proposes a bridge for all modes connecting Perry Street to Syene Road at an angled path over the Beltline. Two design options were developed for this alternative, the main difference being the elevation and touchdown locations.

Figure 7: Alt 4. Angled Bridge [Auto, Bike and Ped]



Public Input

In the fall of 2025 public feedback was gathered through a virtual Public Involvement Meeting (PIM) held on October 22nd, 2025, one-on-one meetings with stakeholders, and an online survey. The survey was open from October – November and asked if the public wanted an overpass, an underpass or a pedestrian only bridge. Nineteen responses were received. Seven one-on-one meetings were held, and 20 members of the public attended the virtual PIM. In general, public sentiment supported a crossing at or near Perry Street and the public preferred alternatives where all modes of transportation are supported over bicycle and pedestrian only alternatives.

Conceptual Alternative Evaluation

The four conceptual alternatives were evaluated against each other for their ability to meet study purpose and need and their potential impacts to existing conditions within the study area. The conceptual qualitative evaluation criteria include:

1. Local Connectivity. Potential changes to local street connectivity, including Ann Street and Applegate Road, and potential restrictions affecting access to adjacent neighborhoods and community facilities.
2. Connectivity Across the Beltline. To what degree does the alternative provide access across the beltline?
3. Bicycle and Pedestrian Accommodations. Alternative provides accommodation for bicycles and pedestrians.
4. Emergency Services. Alternative provides vehicle access over the beltline.
5. Compatibility with Existing Plans. Alternative aligns with existing area plans and studies including WisDOT's recently completed Madison Beltline PEL, Connect Greater Madison 2050, and City of Madison's South Madison Neighborhood Plan.
6. Property Impacts. Potential impacts include real estate acquisition, relocations, and driveway and access impacts.
7. Feasibility. The potential for the alternative to be constructed within a reasonable timeframe, avoiding excessive construction cost and disruptions to the surrounding area during construction. This includes whether the alternative can be implemented given site conditions, engineering challenges, and existing infrastructure.

The conceptual alternatives were evaluated against these criteria by a team of transportation planning and design professionals associated with the Perry Street Study and familiar with the details of the study area. The evaluation methodology featured an assessment of the alternative's likelihood to positively or negatively affect each factor compared to the existing condition of that factor as seen on the table below. Additionally, alternatives were compared against one another in terms of the number of potential impacts; results are summarized in Table 2. Table 3 provides the color-coding legend used in the evaluation, with each color representing the relative level of impact. Quantitative impacts are not incorporated into the evaluation at this point but will be accounted for in the detailed alternative evaluation phase.

Table 2: Conceptual Qualitative Evaluation

FACTORS	ALTERNATIVES					
	Alt 0: No Build	Alt 1: Straight Bridge (Auto, Bike, Ped)	Alt 2: Bicycle and Pedestrian Bridge		Alt 3: Straight Tunnel (Auto, Bike, Ped)	Alt 4: Angled Bridge (Auto, Bike, Ped)
			Alt 2a: Straight Bridge	Alt 2b: Looped Bridge		
Local Connectivity						
Connectivity Across the Beltline						
Bicycle and Pedestrian Accommodations						
Emergency Services						
Compatibility with Existing Plans						
Property Impacts						
Feasibility						

Table 3: Color Coding Legend

Red	Yellow	Gray	Green	Blue
Does not meet Purpose and Need / Negative impacts	Partly meets Purpose and Need / Minor or Manageable impacts	No change from existing conditions	Meets Purpose and Need / Beneficial Impacts	Exceeds Purpose and Need / Most beneficial impacts

Conceptual Alternatives Evaluation Summary

Following the evaluation of conceptual alternatives, alternatives with the most significant adverse impacts and/or were least likely to address the study's purpose and need were dismissed. Reasons for dismissal and recommended alternatives are outlined below.

Alternative 0. No Build. The No Build alternative would involve no improvements beyond routine maintenance. It would avoid property impacts and associated costs. Additionally, it maintains the existing transportation network at this location and would make no improvements to connectivity, emergency services access and bicycle and pedestrian accommodations. This alternative is retained solely as a baseline for comparing environmental and other impacts of the other alternatives.

Alternative 1. Straight Bridge [Auto, Bike, & Ped]. Alternative 1 provides a direct north–south crossing for automobiles, transit, bicycles, and pedestrians. While this alternative would accommodate all travel modes and reduce exposure to high-volume arterial roadways, it would disrupt local connectivity by eliminating direct access from Perry Street to Applegate Road and Ann Street. The alternative would result in adverse impacts to adjacent properties, including relocations, real estate acquisition, and access modifications.

Public feedback indicates moderate support for an all-modes overpass at the Beltline, with approximately 45 percent of survey respondents expressing support and an additional 30 percent indicating they could live with such an option. However, this alternative presents significant technical feasibility concerns, including the need for retaining walls in front of businesses along Perry Street, which could eliminate access and result in additional property relocations. Due to the impacts to adjacent properties and local connectivity, this alternative is recommended for dismissal from further consideration.

Alt 2. Bicycle & Pedestrian Bridge.

Alt 2a. Straight Bicycle and Pedestrian Bridge. Alternative 2a proposes a direct, grade-separated crossing for bicycles and pedestrians at Perry Street over the Beltline. Emergency service vehicles, automobiles, and transit would continue to use the existing Fish Hatchery Road crossing. This alternative exhibits similar feasibility issues as Alternative 1. It would not maintain access to Applegate Road or Ann Street and could result in property impacts, including potential relocations, real estate acquisition, and driveway modifications.

Public feedback shows relatively strong support for bicycle and pedestrian only overpass options, with approximately 63 percent of respondents expressing support and 21 percent indicating they could live with such an option. Due to its limited ability to meet project purpose and need, its impacts to property access along Perry Street (as with Alternative 1), and impacts to local connectivity in the study area, this alternative is recommended for dismissal from further consideration.

Alt. 2b. Looped Bicycle and Pedestrian Bridge. Alternative 2b provides a grade-separated bicycle and pedestrian crossing at Perry Street over the Beltline, with emergency service vehicles, automobiles, and transit continuing to use Fish Hatchery Road. Compared to other alternatives, it is expected to result in fewer property relocations and more limited real estate acquisition and driveway modifications.

Alternative 2b is the only bicycle and pedestrian only option that maintains access to Applegate Road and Ann Street and is compatible with existing plans, including WisDOT's Madison Beltline PEL. Public feedback indicates strong support for bicycle- and pedestrian-only overpass option with 63 percent of respondents expressing support and 21 percent indicating they could live with such an option. This alternative is recommended to advance to detailed study phase.

Alt. 3. Straight Tunnel [Auto, Bike, & Ped]. Alternative 3 proposes a direct crossing at Perry Street under the Beltline for autos, bicycles, pedestrians, and emergency service vehicles. While this alternative would accommodate all travel modes and reduce exposure to high-volume arterial roadways, it would disrupt local connectivity by eliminating access from Perry Street to Applegate Road and Ann Street due to the extended length required to accommodate appropriate grades. The alternative would result in adverse impacts to adjacent properties, including relocations, real estate acquisition, and access modifications.

Public feedback indicates limited support for an all-modes underpass; however opinions are more divided compared to overpass options, with approximately 35 percent of respondents expressing support and 40 percent indicating they do not support this option. Additionally, Alternative 3 would require extensive feasibility investigations and would incur costs significantly higher than other alternatives. Overall, these factors introduce greater technical uncertainty than other alternatives offering similar connectivity; therefore, this alternative is recommended for dismissal from further consideration.

Alternative 4. Angled Bridge [Auto, Bike & Ped]. Alternative 4 proposes a crossing over the Beltline from Perry Street to Syene Road for autos, bicycles, and pedestrians. This alternative would maintain some local connectivity; access to Applegate Road and Ann Street and would improve emergency service access to the area south of the Beltline. It is anticipated to result in minor or manageable impacts to adjacent properties including some relocations, real estate acquisition, driveway modifications, and access changes.

In addition to improving connectivity over the Beltline, this alternative provides greater regional network connectivity by extending south along Syene Road, which continues approximately 4.3 miles into the City of Fitchburg and connects to the Jenni and Kyle Preserve and the Capital City Trail, as well as other primary roadways. In contrast, Perry Street terminates roughly 0.34 miles south of the Beltline at Stewart Street within City of Madison limits. This alternative is compatible with existing plans, including WisDOT's Madison Beltline PEL. Additionally, public feedback indicates a preference for an all modes crossing at the Beltline. This alternative is recommended to advance to detailed study phase.

IV. Detailed Alternatives

In addition to the No Build alternative, two conceptual alternatives were developed to a greater degree of detail to enable more precise comparison of their ability to meet study purpose and need and to quantify their potential for impacting the natural and socio-economic environment.

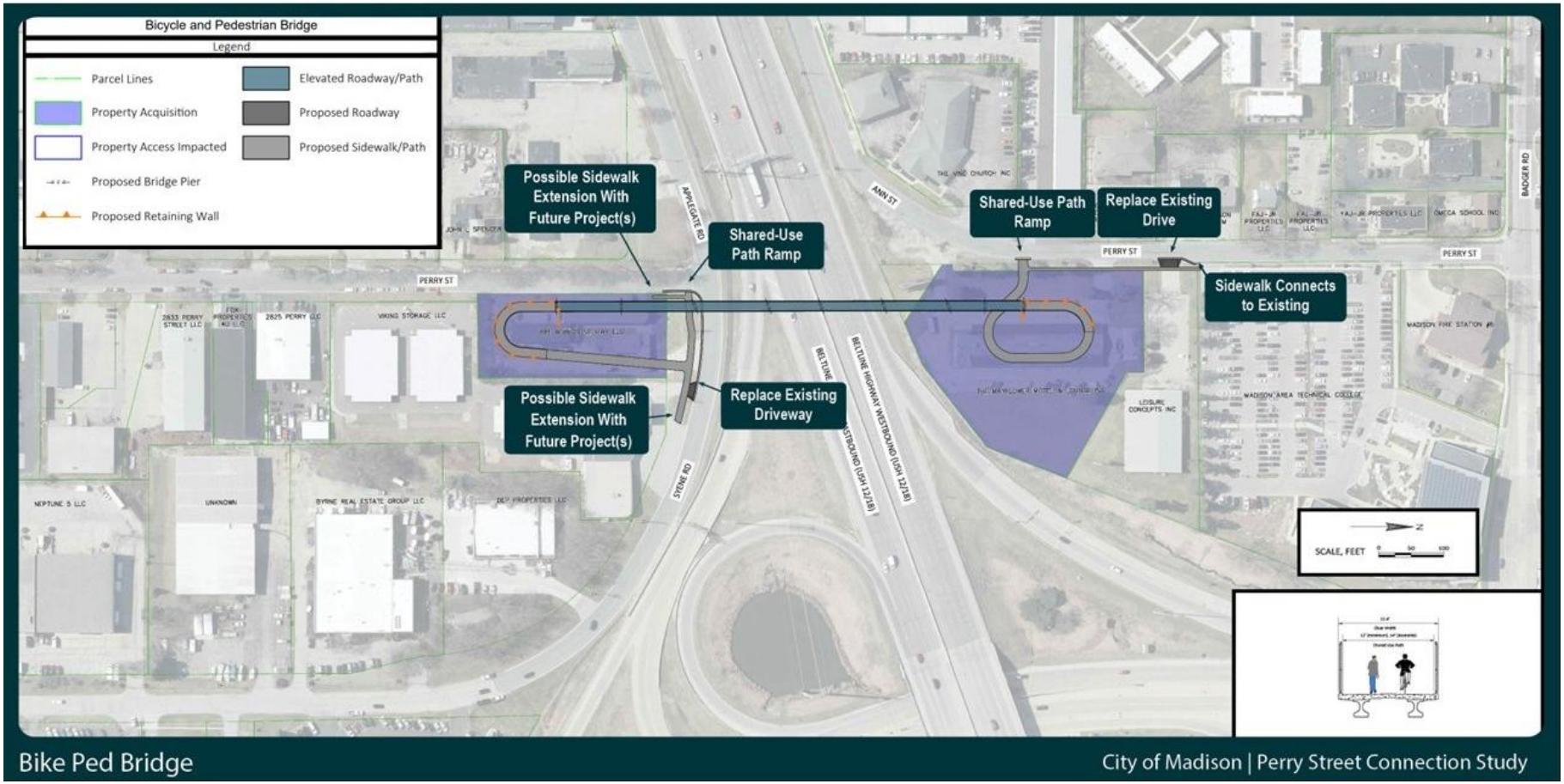
Alt 0. No Build

Maintains existing configuration.

Alt 2b. Looped Bridge [Bike & Ped Only]

Alternative 2b would construct a shared use path connecting Perry Street over the beltline, providing a connection for bicyclists and pedestrians only. The bridge would be looped at both ends to allow for a gradual grade change while minimizing the overall bridge lengths (and therefore minimizing real estate requirements). The shared use path would be a minimum of 12 feet wide and may be expanded to 14 feet; the final width would be determined during a future design process.

Figure 8: Alt 2b. Looped Bike and Ped Bridge Impacts

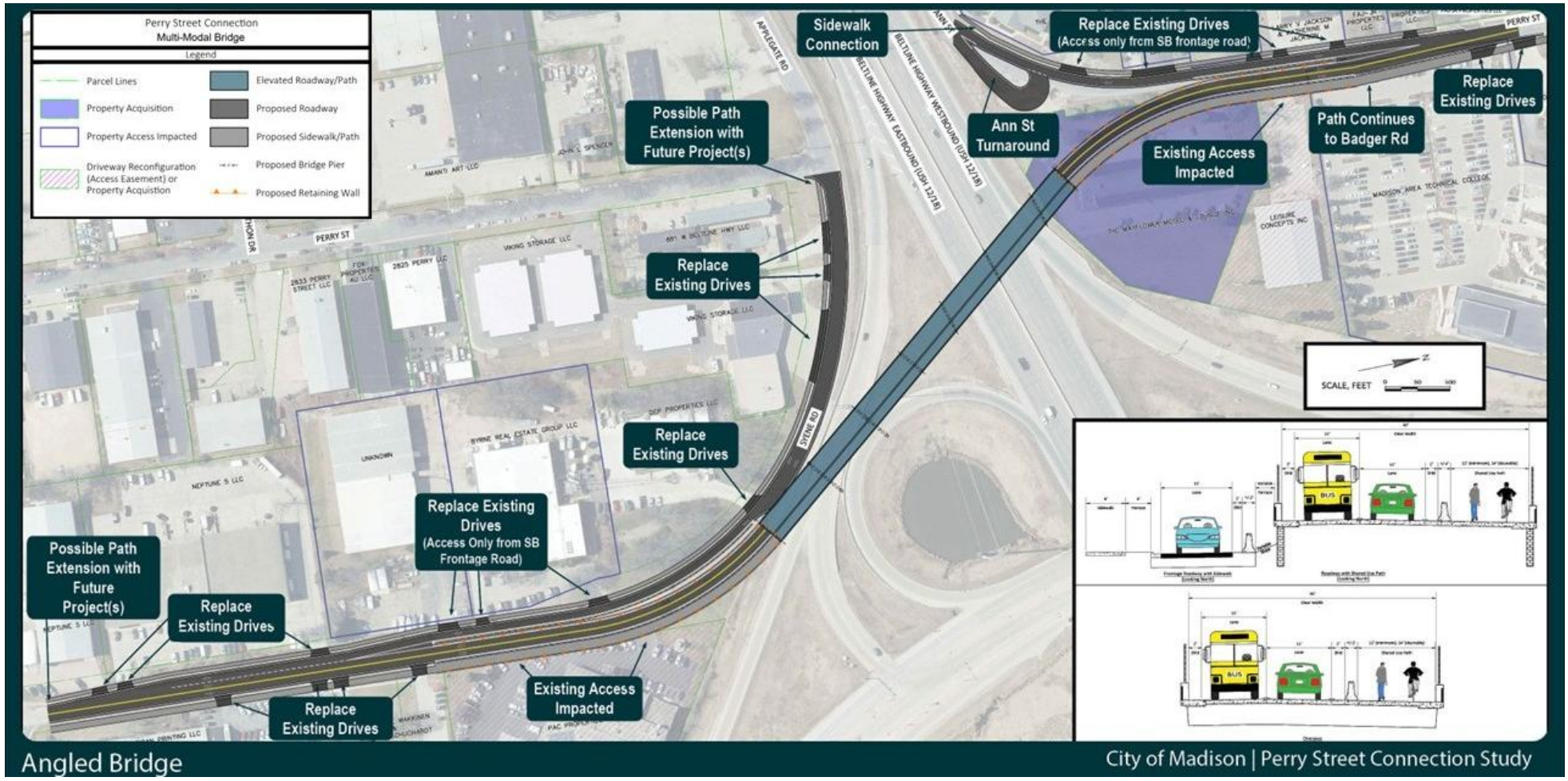


Alt 4. Angled Bridge Connection to Syene Rd [Auto, Bike, & Ped]

Alternative 4 would construct an angled multimodal bridge over the Beltline, connecting Perry Street and Syene Road. The bridge would include two 11-foot travel lanes with a 2-foot shoulder on each side. A concrete barrier would be installed along the east side of the bridge to separate motor vehicle traffic from a shared use path. The shared use path would be a minimum of 12-feet wide and may be expanded to 14-feet; the final width would be determined during a future design process.

This alternative would also construct two 11-foot frontage roads (north and south of the beltline) to provide one-way access to Ann Street and Applegate Road. The frontage roads would include a 4-foot terrace separating 6-foot sidewalk from travel lanes. The frontage roads would be separated from the bridge by a concrete barrier.

Figure 9: Alt 4a. Angled Bridge Connection to Syene [Auto, Bike and Ped]



Public Input

In the Spring of 2026 public feedback was gathered through a virtual and in-person Public Involvement Meeting (PIM) held on April 13th (virtual) and April 15th (in-person), one-on-one meetings with stakeholders, and an online survey. The survey was open from mid-April – mid-May and solicited opinion on Alt 2b. Looped Bridge [Bike and Ped Only] and Alt 4a. Angled Bridge Connection to Syene Rd [Auto, Bike, & Ped]. Sixty nine responses were received. Between both the virtual and in-person PIM, 24 members of the public attended.

Detailed Alternatives Evaluation

Quantifiable factors evaluated during the Detailed Alternatives stage include:

1. Construction Impacts. Potential temporary effects that occur during construction, including lane closures, access limitations and length of detours.
2. Project Cost. Total estimated cost to deliver the project, including construction, engineering and design, right-of-way acquisition, utility relocation, environmental mitigation, and administrative expenses.
3. Access Changes. Effects on existing property access, including modifications or restrictions to driveways.
4. Real Estate Acquisition (temporary and permanent). Potential need to acquire private property or easements—either temporarily or permanently—to support construction, operations, or maintenance.
5. Relocations. Properties that may require relocation due to access or other impacts caused by the project.
6. Aesthetic and Visual Impacts. Changes to the visual environment, including effects on signage, and corridor character within the study area.
7. Stormwater Impacts. Potential impacts include increase in sediment runoff affecting streams and lakes, changes to water temperature generated by stormwater runoff, or high velocity runoff.
8. Historic Resource Impacts. Potential effects on historic buildings or structures, including temporary and/or permanent real estate acquisition, demolition, access alteration, or changes to their historic setting or integrity. As a field survey has not been completed yet, impacts to resources over 50 years of age will be quantified.
9. Public Preference. Degree of public support for each alternative based on engagement and feedback.
10. Purpose and Need. Extent to which each alternative meets the study's defined purpose and need.

Table 4 presents a comparison of the detailed alternatives.

Table 4: Detailed alternatives evaluation metrics

Evaluation Factor	Alt 0. No Build	Alt 2b. Looped Bridge [Bike & Ped Only]	Alt. 4a. Angled Bridge Connection to Syene Rd [Auto, Bike, & Ped]
Quantitative Factors			
Construction impacts	None	Minor local impact during construction	More significant local impact during construction
Project Cost	None	$11 million (2026 dollars) $13 million - $18 million (2030-2040 dollars)	$24 million (2026 dollars) $28 million - $39 million (2030-2040 dollars)
Access Changes	None	2 driveway replacements	22 driveway replacements, 2 potential driveway reconfigurations
Real Estate Acquisition (Temporary)	None	Strip TLE* acquisition for grading behind sidewalk and/or path.	Strip TLE acquisition for grading behind sidewalk and/or path.
Real Estate Acquisition (Permanent)	None	2 properties	1 property minimum, potential for 2 additional properties. Strip fee** acquisition for roadway, path, and sidewalk.
Relocations	None	2 properties	1 property minimum, potential for 2 additional properties
Aesthetic and Visual Impacts (including Beltline signage)	No change	2 signs visually impacted	Multiple signs visually impacted, one sign structure requiring relocation
Stormwater impacts (including impacts to existing stormwater retention ponds)	None	No impacts to Beltline interchange retention ponds. The Beltline storm sewer system would be affected by a pier footing north of the Beltline but could be modified to maintain drainage.	No impacts to Beltline interchange retention ponds. The Beltline storm sewer system would be affected by the median pier footing and by a pier footing north of the Beltline but could be modified to maintain drainage.
Historic Resource Impacts	None	2 properties	2 properties
Public Preference (PIM 2 Survey)	None	46 out of 69 survey respondents support Alt 2b.	25 out of 68 survey respondents support alt 4a.
Ability to meet purpose and need	No	Partially	Yes

**TLE: Temporary Limited Easement*

**Fee: Permanent real estate acquisition*

The following factors were considered during the alternatives evaluation, but are not included in the comparison table because they are generally similar between alternatives or are not differentiating or are not within the Study area.

Construction Duration. Both alternatives are anticipated to be constructed within a single construction season. Alternative 2b is expected to have a somewhat shorter duration within that season; however, this difference is not expected to be substantial enough to influence alternative selection.

Floodplain Impacts. Potential direct or indirect impacts to floodplains, including encroachment, hydrologic changes, or permanent fill, as well as consistency with applicable regulatory requirements. Floodplains are not present in the study area.

Hazardous Materials Impacts. Potential direct or indirect impacts to known open or closed remediation activity areas including ground disturbing activities. Neither alternative is anticipated to impact hazardous materials.

Threatened & Endangered Resource Impacts. Potential direct or indirect impacts to known threatened and endangered resources including impacts to habitat. Neither alternative is anticipated to impact threatened or endangered resources.

Billboard Signage Impacts. Both alternatives may require compensation for or removal of the existing billboard located in the northeast quadrant of the study area. As impacts are comparable, this factor is not expected to be substantial enough to influence alternative selection.

Wetland Impacts. Potential direct or indirect effects on wetlands, including encroachment, hydrologic changes, or loss of wetland function, as well as consistency with applicable regulatory requirements. Wetlands are not present within the study area, only detention ponds.

Park and Trail Impacts. Potential effects on public parks, recreational spaces, and shared-use paths, including changes to access, connectivity, use, or temporary construction-related disruption. Parks and trails are not present within the study area.

Archaeological Impacts. Potential disturbance to known or unknown archaeological resources or burial sites resulting from ground-disturbing activities. Neither alternative is anticipated to impact archaeological resources.

Utility Impacts. Potential impacts including adjustments or relocation of existing utilities including existing ATC transmission lines.

Additionally, Table 5 provides a qualitative comparison between alternatives considered during the Detailed Alternatives stage.

Table 5: Qualitative Comparison Summary

Evaluation Factor	Alt 0. No Build	Alt 2b. Looped Bridge [Bike & Ped Only]	Alt. 4a. Angled Bridge Connection to Syene Rd [Auto, Bike, & Ped]
Ability to meet Purpose and Need	Does not meet purpose and need	Partially meets purpose and need by improving bicycle and pedestrian connectivity	Fully meets purpose and need
Connectivity & Access	Does not improve connectivity between neighbourhoods north and south of the Beltline	Improves bicycle and pedestrian connectivity but does not accommodate automobiles and transit connectivity.	Provides direct multimodal connectivity for automobiles, transit, bicyclists and pedestrians
Social Demand	Does not respond to community desires for improved connectivity. Does not address needs identified in local and regional plans. Does not address emergency service access	Partially advances adopted multimodal transportation goals	Supports local and regional transportation goals and aligns with local plans including WisDOT's Madison Beltline PEL
Safety	Maintains existing pedestrian and bicycle safety concerns. No improvement in emergency response time or access	Improves safety for non-motorized users through a grade-separated crossing. Does not improve emergency service access	Improves safety for all users by reducing reliance on high-volume arterial crossings. Improves emergency access and response times through a direct connection

Detailed Alternatives Evaluation Summary

Alt 0. No Build.

The No Build alternative does not meet the study's purpose and need. It would not address the existing lack of connectivity between neighborhoods north and south of the Beltline, continuing to limit access for residents and workers. Identified needs in local and regional plans would remain unmet, including improved multimodal connectivity and safety. Pedestrian and bicycle safety concerns would persist, and emergency response times would not improve.

Alt 2b. Looped Bicycle and Pedestrian Bridge [Bike and Ped Only]

Alternative 2b partially meets the study's purpose and need. It improves connectivity and access for bicycles and pedestrians, but autos or transit remain disconnected, limiting overall mobility. It does not improve emergency service access. Social demand is partially met by offering a non-motorized crossing, but lack of vehicular accommodation does not fully address mobility objectives identified in adopted planning documents. Safety and convenience would be improved for non-motorized users through grade separation.

Quantified impacts in Table 4 and Figure 6 show that impacts of Alternative 2b are generally comparable to those of Alternative 4a. Two properties would be relocated to allow for the looping of the bridge and one billboard near the southeastern corner of the Mayflower Motel and Lounge would need to be removed to allow for construction. Furthermore, two existing driveways would be impacted by Alternative 2b.

Public input indicates strong support for this alternative. During the spring 2026 survey period, 46 of 69 respondents supported a bike/ped only bridge at this location, and only 13 expressed opposition.

Based on a desktop cultural resources inventory, none of the resources within the Area of Potential Effect (APE) are listed on the National List of Registered Places. There are also archaeological resources within the APE. However, since the APE has not been surveyed, resources older than 50 years old within the APE, have been quantified for this analysis. This alternative impacts two historically significant resources: 2509 Perry Street and 2707 Syene Road.

Although Alternative 2b does not fully meet all elements of the study purpose and need, it offers a viable standalone investment with demonstrated public support and comparatively minimal environmental impacts. Alternative 2b serves the purposes of this study and promotes readiness to pursue implementation should funding opportunities specific to bicycle and pedestrian infrastructure become available.

Alt 4a. Angled Bridge Connection to Syene Rd [Auto, Bike, & Ped]

Alternative 4a meets the study's purpose and need. It improves connectivity and access for all modes. Social demands are fully addressed by restoring local street continuity and supporting multimodal travel and aligning with WisDOT's Madison Beltline PEL Study. Safety improves for all users due to reduced exposure to high volume arterials. Emergency service response times would improve due to the direct crossing.

Quantified impacts in Table 4 and Figure 7 show that impacts of Alternative 4a would be similar to the impacts of Alternative 2b. One property – the Mayflower Motel and Lounge - would be relocated to allow for the angled alignment of Perry Street to Syene Road and one billboard near the southeastern corner of the Mayflower Motel and Lounge would need to be removed to allow for construction. Additionally, two other properties may have to be relocated based on further design decisions. Partial real estate acquisition and driveway reconfiguration is anticipated at two properties. Eighteen existing driveways would be replaced or relocated by Alternative 4a.

Public input indicates some support for this alternative. During the spring 2026 survey period, 25 of 68 respondents supported the angled bridge connection to Syene Road (all-modes), while 10 expressed opposition.

Based on a desktop cultural resources inventory, none of the resources within the Area of Potential Effect (APE) are listed on the National List of Registered Places. There are also archaeological resources within the APE. However, since the APE has not been surveyed, resources older than 50 years old within the APE, have been quantified for this analysis. This alternative impacts two resources; 2435 Perry Street and 2509 Perry Street.

Alternative 4a meets all elements of the study purpose and need with environmental impacts commensurate with the other detailed alternative. For the most part, these impacts are moderate, with the exception of relocating an existing property. While construction cost is higher than the other alternative considered, it provides an all-modes crossing that allows for transit expansion in the area and a more complete bicycle and pedestrian network connecting the area south of the beltline to the Capital City trail to the south.

Traffic Forecasts

Additionally, the project team coordinated with the Greater Madison MPO to develop 2050 traffic forecasts using the Dane County regional travel demand model. The model evaluated Alternative 4A: Angled Bridge Connection to Syene Road (Auto, Bicycle, and Pedestrian) and assumed a design speed of 25 mph for the new bridge connection. The forecast also assumed a speed limit of 35 mph on Syene Road and 20 mph on Perry Street.

The model assigned a 2050 average weekday daily traffic (AWDT) volume of approximately 5,400 to 5,700 vehicles per day to the Angled Bridge Connection to Syene Road between W. Badger Road and a point just south of Jonathon Drive.

The results of the model indicate a need for turn lanes at the intersections of Perry Street and Badger. Traffic forecasts will need to be updated to account for the latest household and employment projections for Dane County and other future roadway network changes during future project phases and to evaluate the need for turn lanes at this location.

V. Additional Considerations and Future Analysis

Park Street Interchange Concepts

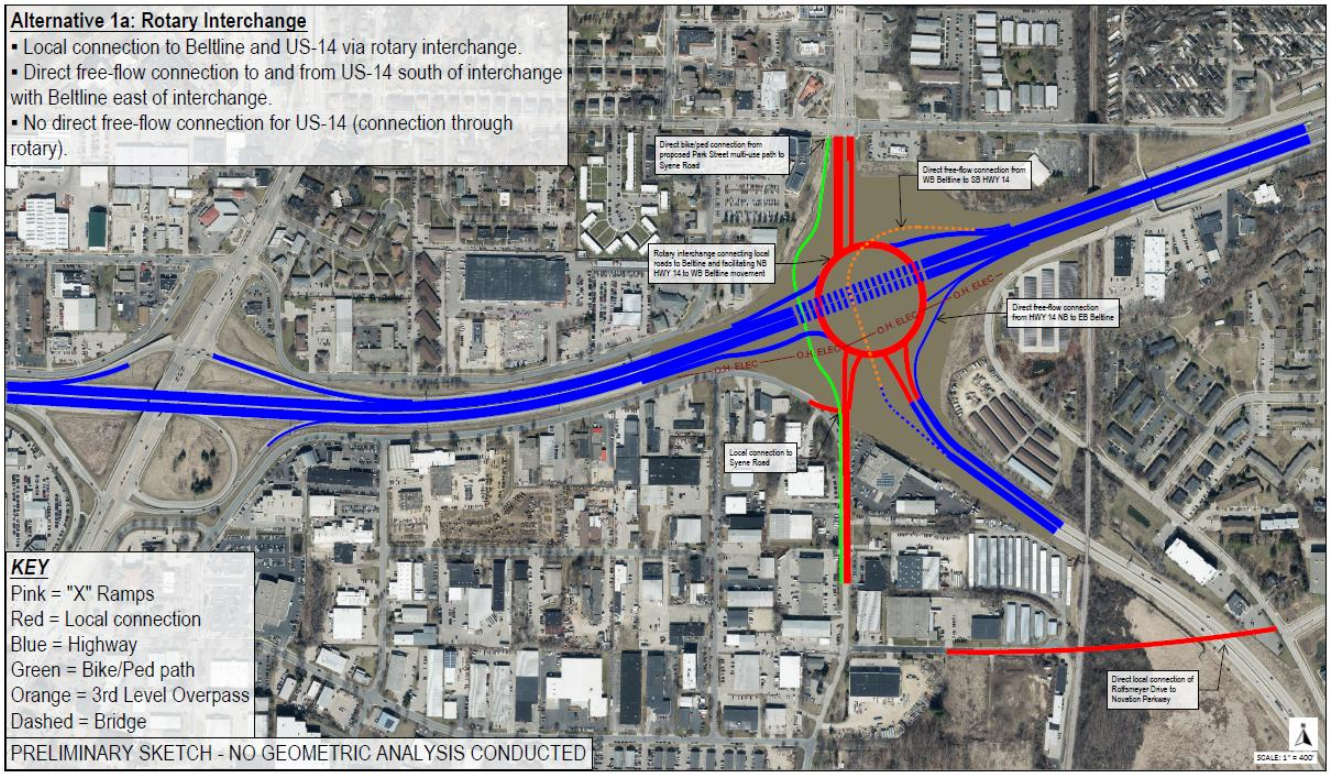
Following initial development of the detailed alternatives and their presentation to the public, an additional set of concepts that has the potential to at least partially address elements of the purpose and need were developed at a conceptual level. These concepts have not been evaluated for geometric or operational feasibility, and WisDOT was not involved in their development or assessment. Further coordination with WisDOT would be required before advancing any of these concepts. Although WisDOT does not currently have plans for major improvements at the Park Street interchange, the Beltline PEL Study recommends further study of the Park Street interchange in the early 2030s.

The Park Street interchange concepts focus on travel through the Beltline interchange at Park Street and US 14, at the east side of the Perry Street Study area. These concepts explore redesigning the interchange to improve local street and multimodal connections on either side of the freeway.

Some of these alternatives may be promising in terms of their ability to improve local access through the Perry Street study area, adding surface street connectivity and providing separated facilities across the freeway for bicycles and pedestrians. Though not connecting Perry Street itself, the Park Street interchange concepts may adequately improve the transportation issues identified in the study purpose and need without creating additional environmental impacts or requiring significant real estate acquisition.

The Rotary Interchange concept in particular has the potential to simplify movements through the Park Street area and to provide connectivity south of the freeway. See Figure 10: Park Street Rotary Interchange Concept.

Figure 10: Park Street Rotary Interchange Concept



These concepts have not been developed to a point at which their impacts may be quantified nor their ability to meet study purpose and need may be evaluated. Further development of these concepts may help inform future efforts to address the study Purpose and Need.

Transportation Commission Review

The City of Madison presented its findings to the Transportation Commission on Wednesday, July 29, 2026. Commission members commented on the interchange concept saying they appreciated the outside box thinking. No comments were made on the alternatives design themselves and it was noted there was funding available in the past to make a pedestrian bridge however, it was not pursued due to local business concerns.

Environmental and Planning Constraints

The following considerations are not quantified at this stage but are expected to be addressed as the study advances through subsequent design and environmental review phases. While these factors do not materially affect the comparative evaluation at this stage, they provide important context for decision-making as the project advances.

Coordination with WisDOT's future Beltline Planning. Any type of Beltline connection near Perry Street and/or Park Street will be coordinated closely with WisDOT before advancing any of the concepts into further design to ensure that these concepts either inform or are evaluated alongside future Beltline improvements. As design progresses, the project may require additional roadway or property access modifications. These potential changes have been identified conceptually but would be further defined, evaluated, and quantified in later project phases. Compatibility with other adopted transportation plans would likewise be assessed as design advances.

Traffic-Related Health Factors. The Environmental Protection's Agency Environmental Justice (EJ) Screening Tool (EPA's EJScreen) was used to document baseline conditions related to traffic proximity, air quality, noise and demographic characteristics. The factors in Table 6: EJ Screen Results reflect a combination of transportation-related exposures and demographic characteristics that provide important context for evaluating the Perry Street Study.

Table 6: EJ Screen Results

	Study Area Score	State Average	State Percentile	National Average	National Percentile
Pollution and Sources					
Particulate Matter (PM 2.5 in ug/m3)	8.71	7.9	85	8.45	67
Ozone (ppb)	66.6	64.6	54	61.8	76
Nitrogen Dioxide (NO2)	11.9	8.1	89	7.8	87
Diesel Particulate Matter (ug/m3)	0.204	0.14	81	0.191	65
Toxic Releases to Air	230	8,100	25	4,600	33
Traffic Proximity and Volume (daily traffic count/distance to road)	7,800,000	3,700,000	83	1,700,000	97
Residential Population Indicators					
Demographic Index USA[1]	2.1	1.16	90	1.34	80
Supplemental Demographic Index USA[2]	1.79	1.38	88	1.64	64
% Low Income	51%	27%	88	30%	82
% in Limited English-Proficiency Households	12%	2%	96	5%	87
% with Less Than High School Education	15%	8%	88	11%	73
% Under Age 5	3%	5%	32	5%	36
% Over Age 64	10%	18%	18	18%	23
% People of Color	57%	21%	89	40%	70

The screening indicates that the study area experiences elevated traffic proximity and exposure to traffic-related air pollutants, including particulate matter, ozone, nitrogen dioxide, and diesel particulate matter, compared to state and national averages. The area also includes higher-than-average proportions of low-income households, people of color, limited English-speaking households, and residents with lower educational attainment. These conditions suggest increased sensitivity to potential environmental and transportation impacts and highlight the presence of communities that have historically experienced disproportionate adverse effects from transportation infrastructure.

Traffic proximity and volume are associated with potential health concerns, including asthma and cardiovascular disease. Neither alternative is expected to generate new traffic as the project is expected to reroute existing travel patterns. Consequently, adverse changes related to traffic proximity and volume are unlikely.

[1] The Demographic Index shows whether a community has a higher share of low-income residents and people of color, which may make the community more vulnerable to environmental or infrastructure impacts.

[2] The Supplemental Demographic Index expands on the Demographic Index by also considering factors like unemployment, limited English proficiency, education level, and life expectancy to identify communities that may face additional challenges in dealing with environmental or transportation impact

Walking and bicycling are zero-emission modes and would not increase air quality indicator scores. Alternative 2b, the Looped Bike and Pedestrian Bridge, performs slightly better with respect to these indicators because traffic-related health metrics account only for motorized travel.

Noise levels along Perry Street are not anticipated to exceed existing Beltline noise levels, and the project is unlikely to result in noticeable changes to the ambient noise environment. Alternative 2b also performs marginally better with respect to traffic noise, as walking and bicycling do not introduce additional noise sources. The need for noise analysis and mitigation measures should be evaluated in future project phases.

Demographic Considerations. The study area includes populations that have historically experienced disproportionate impacts from transportation infrastructure and have faced barriers to meaningful participation in decision-making processes. Demographic indicators highlight the need for targeted and inclusive public engagement, and consideration of appropriate mitigation measures as the project advances. Populations identified in Table 1 are more likely to rely on transit, walking, and bicycling for mobility. Transit access is only a possibility under Alternative 4a, the Angled Bridge Connection to Syene Road; therefore, Alternative 4a performs better with respect to transit accessibility for these populations if transit routes would take advantage of the new connection. Additional impacts and benefits to these communities are best identified through targeted outreach, which is recommended during subsequent study phases.

Additional Investigations

Should the study move into design phase, the following investigations are recommended:

- Historic/Architectural Field Survey
- Phase 1 Hazardous Materials
- Traffic Forecast Model Update
- Noise Analysis, if warranted
- Air Quality Analysis, if warranted

Should existing conditions including utilities, properties, roadway, or other elements change prior to this study proceeding, those modified elements should be re-investigated if there is a potential for change in results of this study.

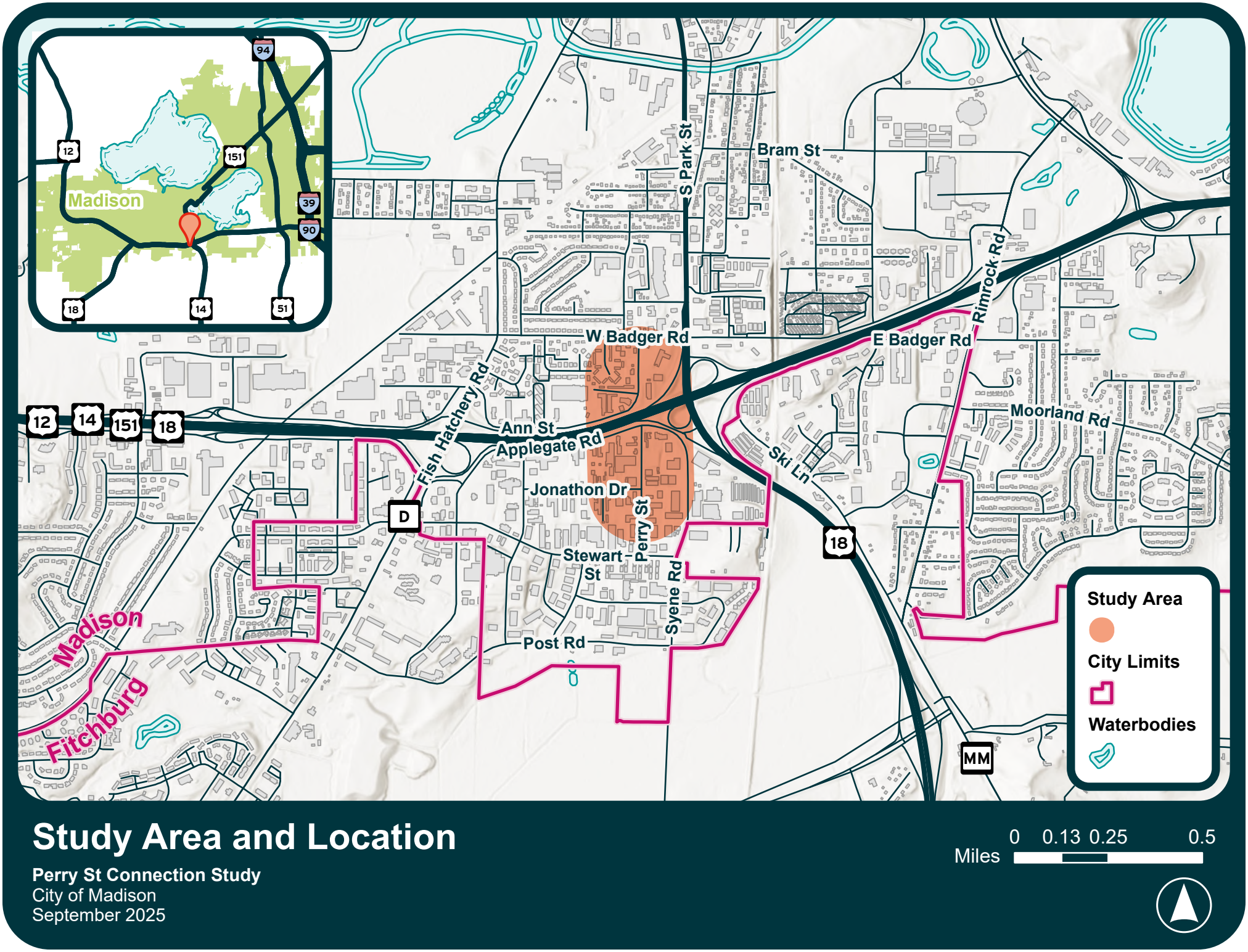
VI. Conclusion and Next Steps

This study successfully met its objective of evaluating a range of potential concepts for reconnecting Perry Street across the Beltline. While the study identified transportation, emergency access, and multimodal benefits associated with new connections, it also documented substantial costs, property impacts, and potential relocations associated with each build alternative.

Based on the information developed through this study, the City does not identify a preferred alternative for advancement at this time. The anticipated transportation benefits do not currently outweigh the financial costs and community impacts required to implement a new connection.

The study should instead be viewed as a planning resource that documents the opportunities, constraints, and tradeoffs associated with future concepts should conditions, funding, or community priorities change.

EXHIBIT 1: Study Area and Location Map



Study Area and Location

Perry St Connection Study
City of Madison
September 2025

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EXHIBIT 2: Perry Street Connection Study Purpose & Need

Perry Street Connection Study

Purpose and Need

Study Background:

Perry Street is a two-lane local street approximately one-third of a mile long, located on Madison's south side near the border with the City of Fitchburg. The street is currently split into two disconnected segments by US 12/18—known locally as the Beltline—a major regional limited-access highway that creates a physical barrier between the north and south sides of the corridor. The north segment of Perry Street is largely surrounded by residential land use with some key community resources including places of worship, Madison College south campus building, and the Centro Hispano of Dane County. The segment south of the Beltline serves as one of the city's industrial centers with dozens of small businesses and commercial uses.

The neighborhoods surrounding Perry Street include a high proportion of renters (over 50%), households without access to a vehicle (2.5%), individuals living in poverty (16%), and residents with disabilities (7.5%). Spanish is widely spoken in addition to English.

Study Purpose:

The purpose of the Perry Street Connection Study is to explore options to improve connections between the neighborhoods to the north and south of the Beltline (US 12/18) for residential, commercial, and recreational travel, and to facilitate multi-modal access, connectivity, and safety for all travelers.

Study Needs:

- Connectivity and Access

The Beltline currently prevents direct north-south travel along Perry Street, requiring users to travel over a mile out of their way via Fish Hatchery Road—a high-volume arterial with nearly 40,000 vehicles per day[1] and limited infrastructure for walking or biking. Park Street (US 151), another major corridor crossing US 12/18, does not connect to Perry Street. This lack of local connectivity disrupts daily travel for residents and workers and limits access to over 5,000[2] jobs located south of the Beltline. Public transportation in the study area is limited and does not provide direct service to the area south of Perry Street. Bicycle and pedestrian infrastructure is also sparse, with few sidewalks and minimal bike facilities.

- Social Demands

Reconnecting Perry Street is identified as a priority in the City of Madison's South Madison Neighborhood Plan (adopted January 2022) and is supported by the region's long-range transportation plan, *Connect Greater Madison 2050*.

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[1] WisDOT Traffic Counts. 2022.

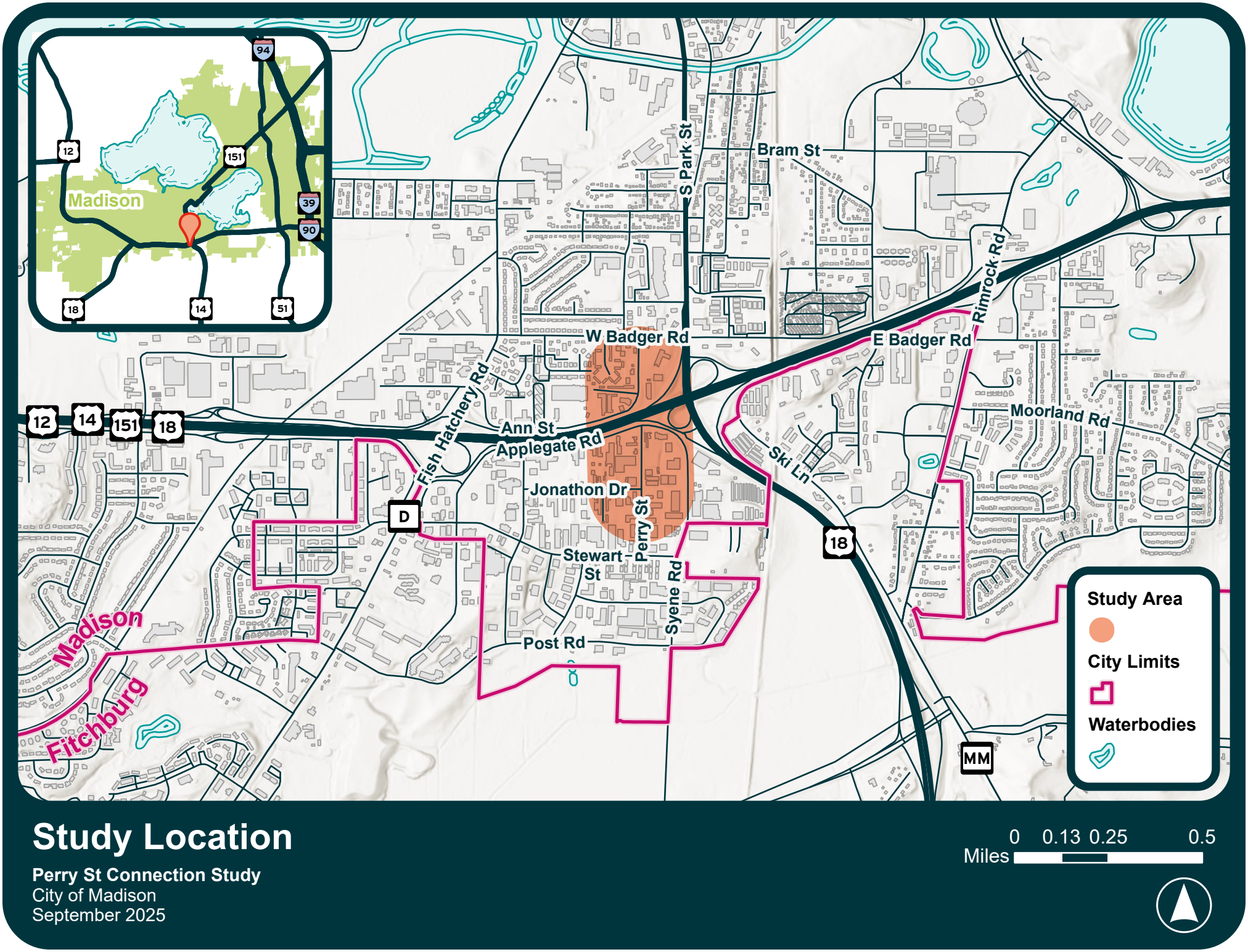
[2] US Census Bureau's 'On the Map'.

- Safety

In the past decade, 23 crashes involving pedestrians or bicyclists have occurred in the study area—66% involving pedestrians and 34% involving bicyclists—with six resulting in severe injuries. The lack of safe and direct infrastructure for non-motorized travel increases the risk for vulnerable road users by forcing travel onto adjacent arterial roads. Emergency services, including nearby fire and police stations north of the Beltline, face delays in reaching the southern segment due to the disconnected street network and congestion on the adjacent arterials.

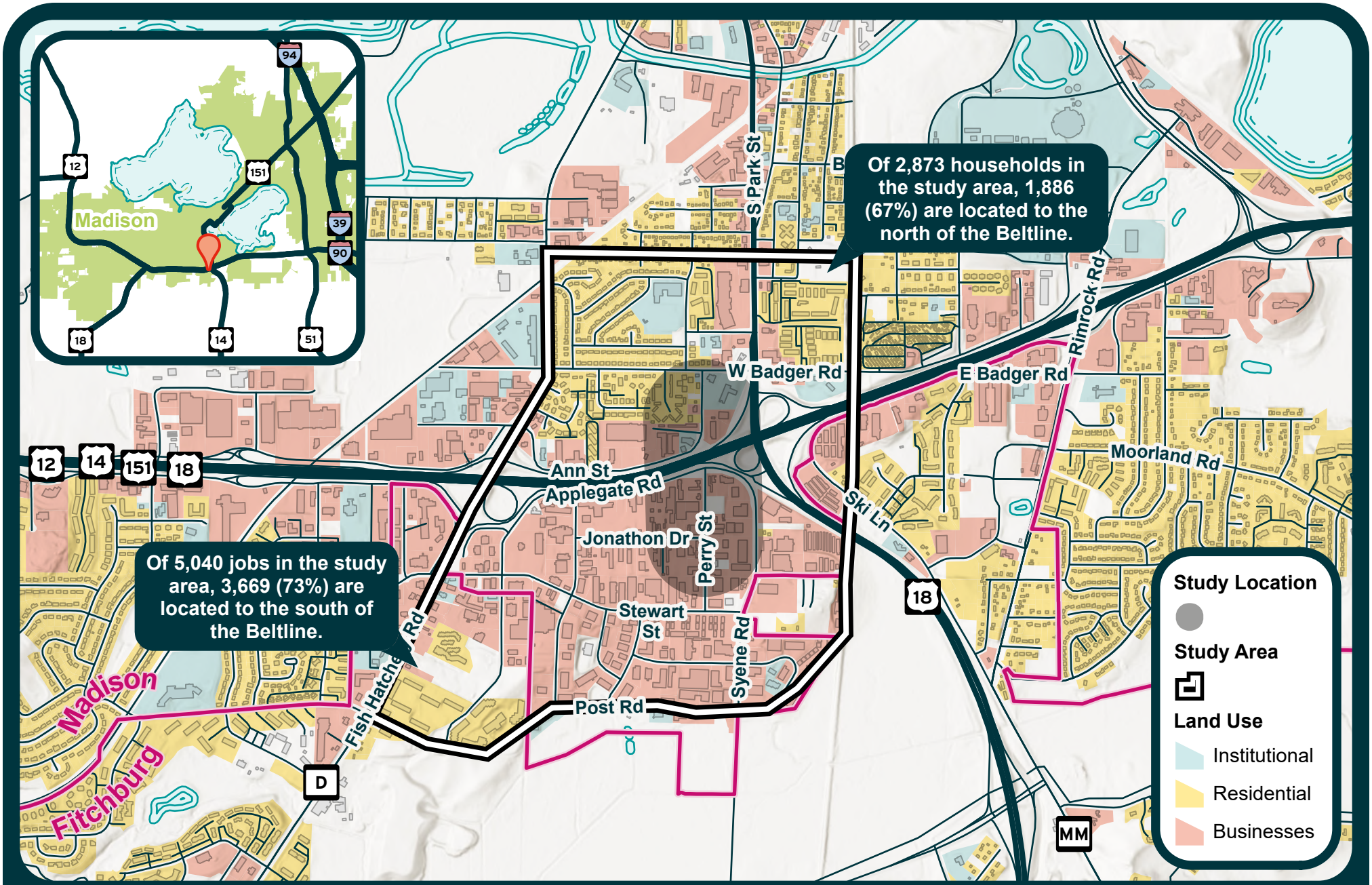
Exhibits:

1. StudyLocation map
2. Land Use and Job Density Map
3. Community Facilities Map
4. Crash Statistics Map
5. Demographic Characteristics Map
6. Low English Proficiency and Housing Tenure Map
7. Possible Mobility Issues Map
8. Existing Transit Network Map
9. Bicycle and Pedestrian Network Map



Study Location

Perry St Connection Study
City of Madison
September 2025



Land Use and Job Density

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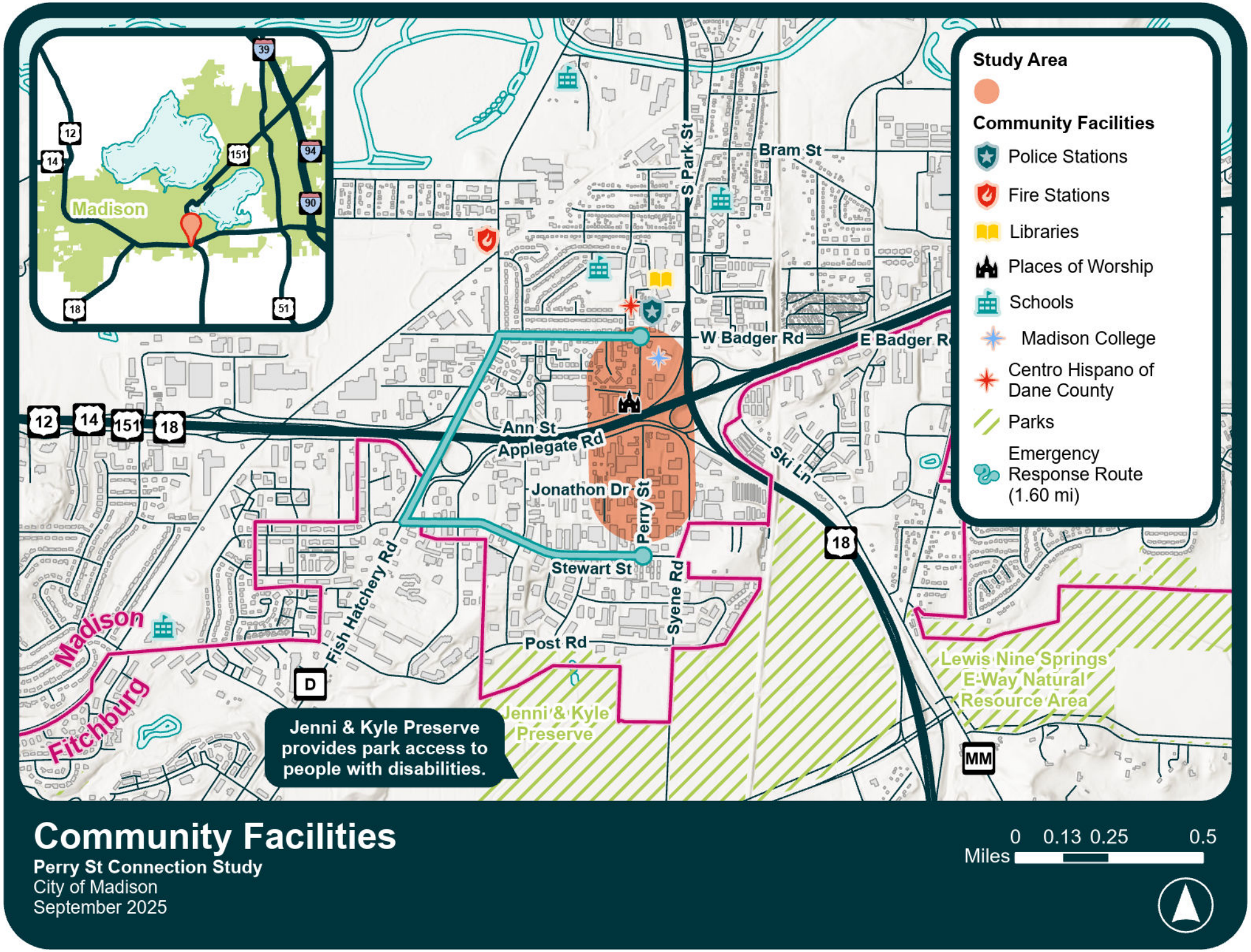

Community Facilities

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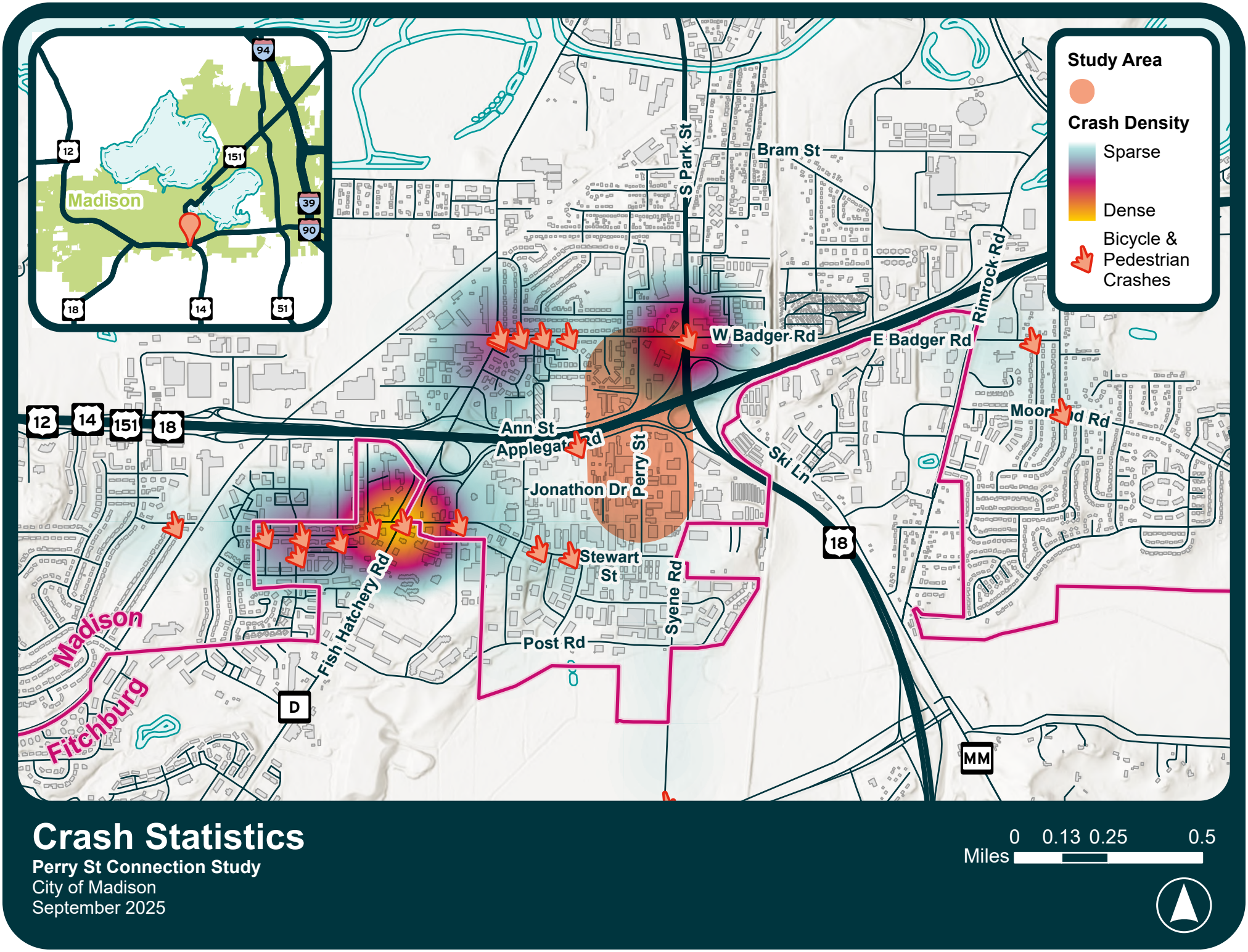

Crash Statistics

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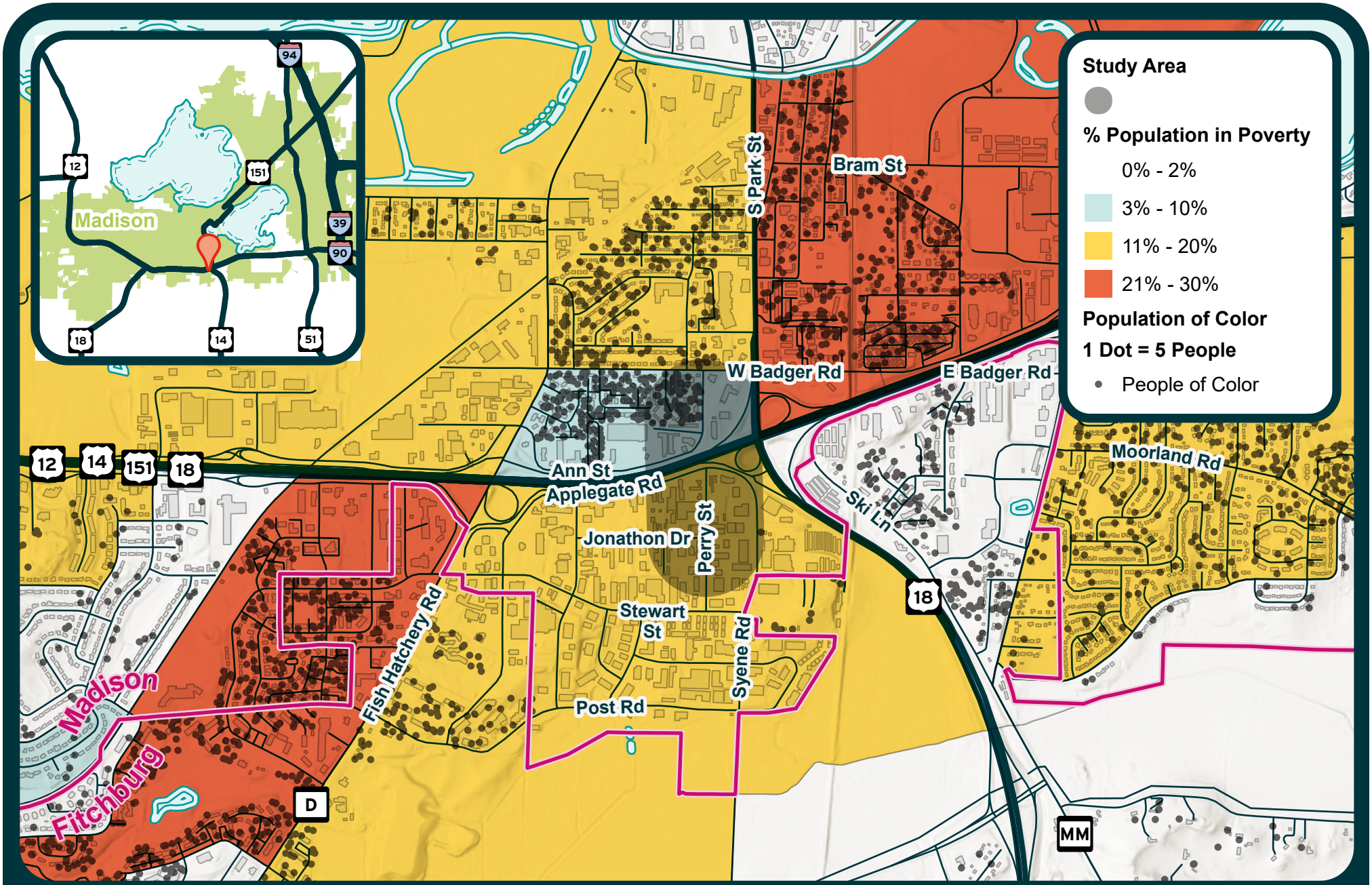

Demographic Characteristics

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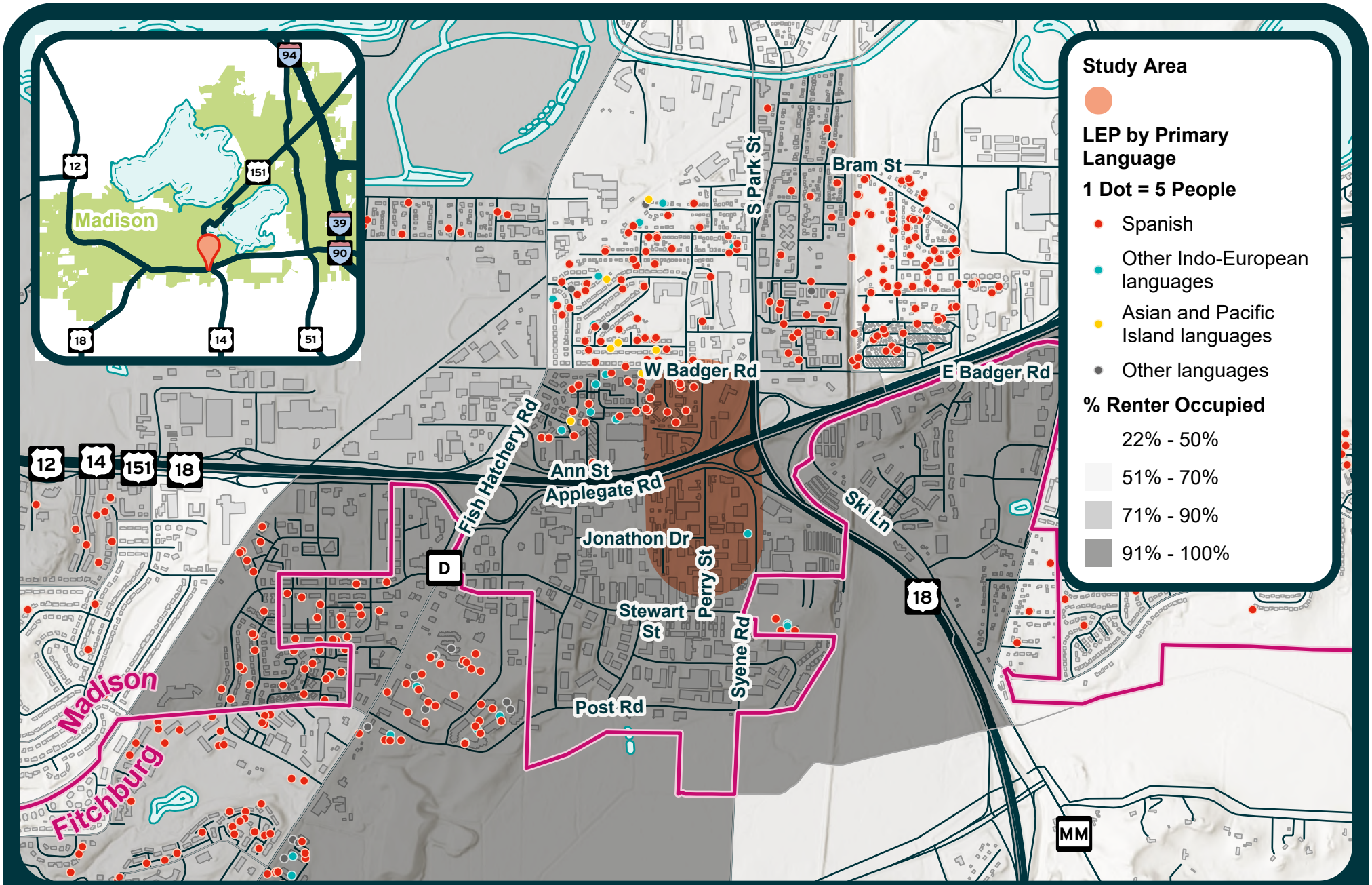

Low English Proficiency and Housing Tenure

Perry St Connection Study
City of Madison
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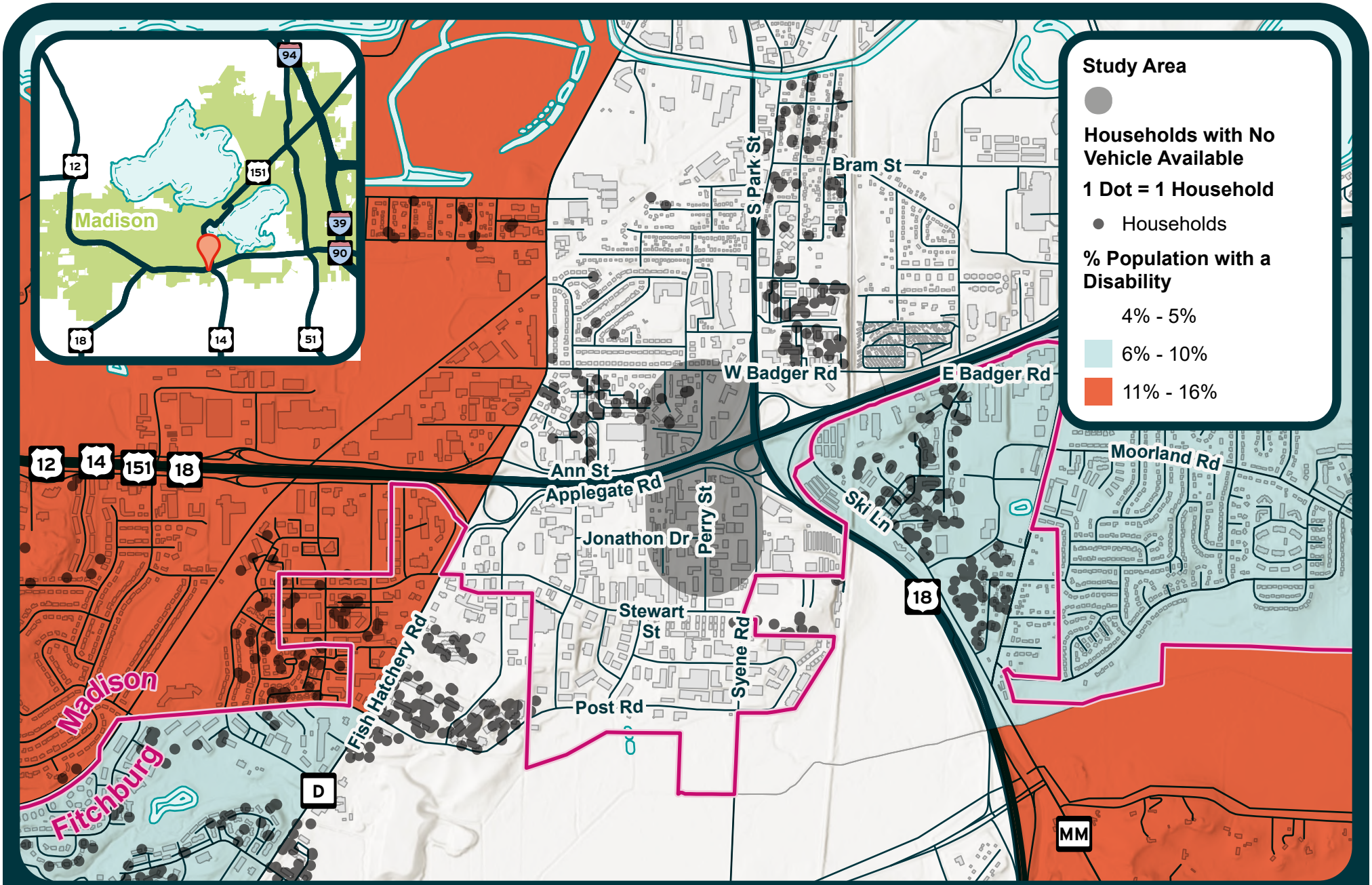

Possible Mobility Issues

Perry St Connection Study
City of Madison
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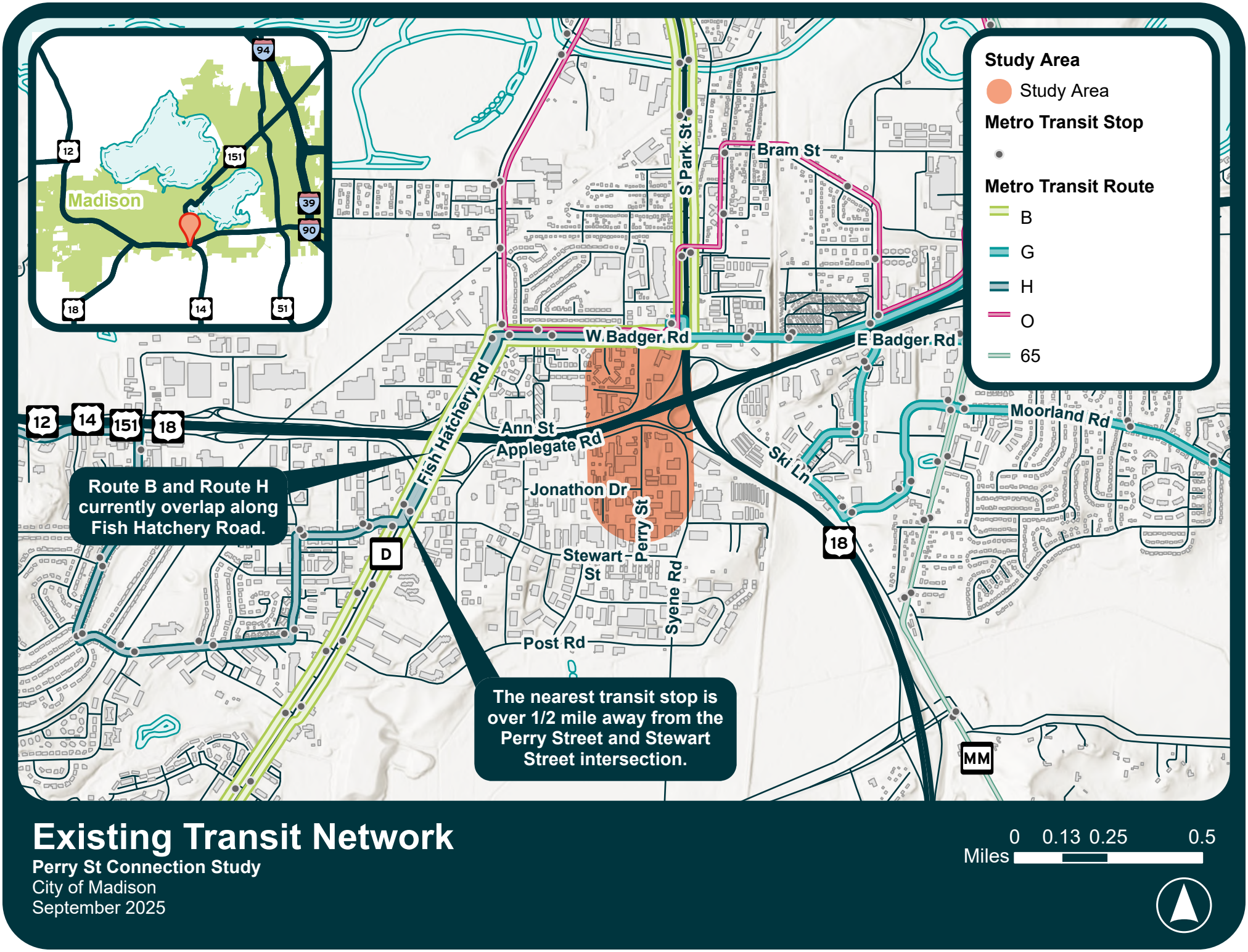

Existing Transit Network

Perry St Connection Study
City of Madison
September 2025

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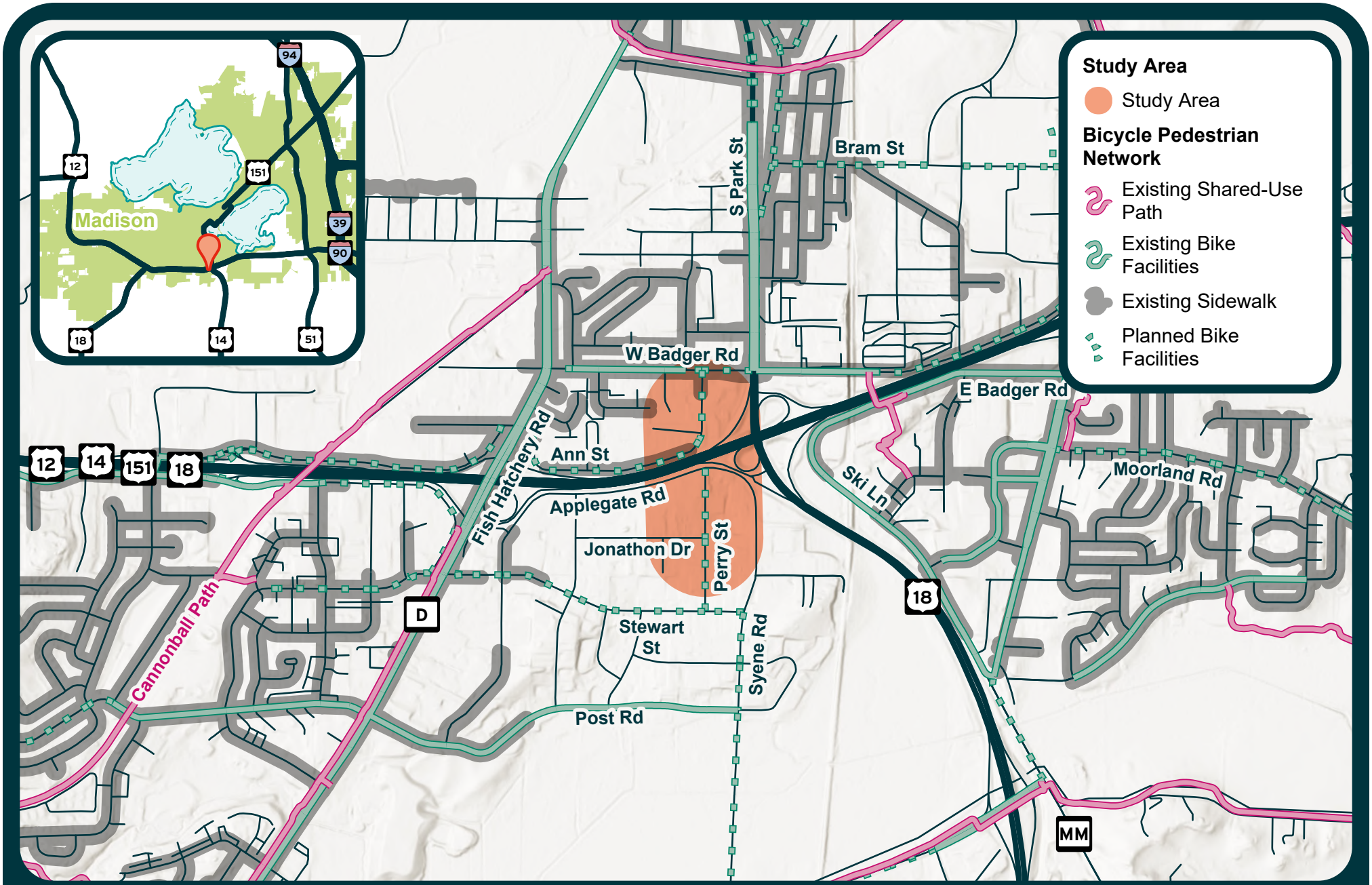

Bicycle and Pedestrian Network

Perry St Connection Study
City of Madison
September 2025

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